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CITY OF EUREKA GENERAL PLAN

Constraints, Opportunities, and Directions Report

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October 1994

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INTRODUCTION

OVERVIEW OF THE GENERAL PLAN UPDATE PROCESS

The City of Eureka is comprehensively revising its General Plan. The current version of the City's General Plan was adopted in 1977, but has been amended several times since.

For any community, the general plan is an important document. Required by State law, it serves as a comprehensive framework and guide for day-to-day decisions about land use, housing, economic development, natural resource protection, and public health and safety. It must be comprehensive, long-term, and internally consistent. Legally, the plan serves as the community's "constitution" for land use and development. By virtue of state statute and case law, most zoning, subdivision approvals, and public works decisions must be consistent with the general plan.

The City of Eureka initiated its General Plan Update program in December 1992 when it retained a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates to assist the City in its comprehensive update effort. In Spring 1993, the consulting team conducted a community concerns survey, interviewed City officials, and held a townhall meeting. The results of these efforts were summarized in the *Community Concerns Summary Report*, dated June 21, 1993. In June 1993, the consulting team conducted a weekend-long urban design charrette (workshop) at the Adorni Center to focus attention on Downtown, Old Town, and the Waterfront.

The consulting team subsequently prepared a detailed background report describing existing conditions and trends in Eureka. The *Draft General Plan Background Report*, published in January 1994, contains chapters addressing 11 subject areas: land use; housing; urban design; population; economic conditions and fiscal considerations; transportation; public facilities and services; recreation and cultural resources; natural resources; safety; and noise. It provides the factual foundation for new general plan policy and will serve as the environmental setting description for the Environmental Impact Report for the new General Plan.

After publication of the *Draft Background Report*, the next major step in the Update process is to identify key constraints, opportunities, and options for the General Plan

and to summarize them for public review. That is the purpose of this *Constraints, Opportunities, and Directions Report*. It presents what the consulting team believes are the most critical policy issues to be addressed in the new General Plan. These issues were identified based on the *Draft General Plan Background Report*, *Community Concerns Summary Report*, the urban design charrette conducted in June 1993, and extensive discussion with local officials and other community and business leaders.

After this *Constraints, Opportunities, and Directions Report* has been reviewed by the public, Planning Commission, and City Council, the City Council will provide direction to the consulting team on overall policy and its preferences concerning the various options presented in the report. This direction will provide the framework for the *Draft General Plan Policy Document*, which in turn will be the subject of public review and hearings by the Planning Commission and City Council. Following this review, the consulting team will revise the *Draft Policy Document* and *Draft Background Report* as directed by the City Council and prepare the final reports for adoption, which is expected to occur by mid-1995.

PURPOSE AND ORGANIZATION OF THIS REPORT

The purpose of this report is to solicit direction from the City Council, based on input from the community and Planning Commission, concerning major issues to be addressed in the updated General Plan. This direction will provide the framework or benchmarks for drafting the new General Plan's goals, policies, implementation programs, and land use and circulation diagrams, all of which are required components of a general plan.

Readers should note that the General Plan will address many issues beyond those discussed in this report. These other issues are either deemed to be less critical to the overall structure of the General Plan or do not pose the same major policy choices as the issues addressed in this report. Policies concerning these other issues will be subject to public review when the *Draft General Plan Policy Document* is released for formal review.

This report is divided into five chapters. Chapter 1 provides a snapshot of current conditions and trends in Eureka, summarizes how Eureka residents feel about their community based on a survey in Spring 1993, and describes five critical issues for the General Plan Update.

As a foundation for the subsequent discussion of land use and development, Chapter 2 focuses on Eureka's economic future. The chapter assesses trends, constraints, and opportunities relative to various sectors in Eureka's economy and explores the relationship among these sectors.

Chapter 3 focuses on key geographic areas within Eureka, posing options for how they might be treated in Eureka's new General Plan. Chapter 4 provides a brief discussion of the annexation process and the major considerations in decisions concerning expansion of the city through annexation. Chapter 5 looks at the most critical transportation issues that need to be addressed in the new General Plan.

RELATIONSHIP TO OTHER REPORTS

Readers are encouraged to review four other reports in conjunction with this report. The first report is the *Draft General Plan Background Report*. Published in January 1994, as part of Eureka's General Plan Update program, this report describes existing conditions and trends in Eureka.

The second report is the *Community Concerns Summary Report*, dated June 21, 1993. This report, also prepared as part of Eureka's General Plan Update program, summarizes residents' opinions concerning growth and development in Eureka, based on a townhall meeting and survey conducted in Spring 1993.

The third report is the *Westside Industrial Area Study*, dated December 2, 1993. Prepared by the Eureka General Plan consulting team under separate contract with the Eureka Redevelopment Agency, this study examines the prospects for economic development in the 280-acre waterfront area generally between C Street and Del Norte Street, and west of Broadway.

The fourth report is the *Public Terminal Implementation Plan (Tasks 1-4)*, dated April 18, 1994. Prepared by Vickerman-Zachary-Miller for the Humboldt Bay Harbor, Recreation, and Conservation District, this report examines the potential for various forms of harbor-related development and their associated land use and facility requirements.

The first three reports can be purchased from the Eureka Community Development Department at City Hall, 531 K Street, Eureka, 95501, telephone 707/441-4160. The fourth report can be purchased from the Humboldt Bay Harbor, Recreation, and Conservation District, 601 Startare Drive, Eureka, CA 95501, telephone 707/443-0801. All four reports are also available for review at the Humboldt County Library reference section.

CHAPTER 1

KEY ISSUES FOR THE GENERAL PLAN UPDATE

1.1 INTRODUCTION

The purpose of this chapter is to provide a context for the discussion in subsequent chapters of alternative futures for Eureka. To this end, the second and third sections (1.2 and 1.3) of this chapter provide a snapshot of current conditions and trends in Eureka and how Eureka's residents feel about their community. The final section (1.4) summarizes the key issues to be addressed in the updated General Plan.

1.2 CURRENT CONDITIONS AND TRENDS IN EUREKA

Based on the *Draft General Plan Background Report* and numerous other reports about conditions in Eureka and Humboldt County prepared in recent years, this section presents what the consulting team believes are the most pertinent observations concerning current conditions and trends in Eureka.

REGIONAL ISOLATION

Eureka and the Humboldt Bay Area are isolated by distance, geography, and inadequate transportation links from the rest of California and other western states. Eureka lies approximately 285 miles north of San Francisco and 350 miles south of Portland, Oregon. Eureka and the Humboldt Bay Area are physically surrounded by mountains on the north, east, and south and the Pacific Ocean on the west.

Eureka's primary highway links to the outside world--U.S. 101 and SR 299--are only two lanes in some stretches and are frequently closed by rockslides and road work. Eureka currently has no passenger rail service and only limited freight service due to low demand and poor track conditions. Scheduled flights at Arcata Airport in McKinleyville, the county's principal airport, are infrequent and expensive.

CENTER OF THE NORTH COAST

Approximately 28,000 persons reside within Eureka's city limits. Another 20,000 to 25,000 persons reside in unincorporated areas immediately adjacent to the city. This combined population of approximately 50,000 makes Eureka

the second largest urban area in the north part of the state (after Redding) and the largest urban area in the North Coast Region. Eureka is also the economic and governmental center of the North Coast Region. It captures a large part of the retail sales and visitor accommodation activity in the region and, as the county seat, is home to numerous local, regional, state, and federal offices.

HIGH SCENIC AND RECREATIONAL VALUE

Eureka is located in the midst of great natural beauty. The city commands dramatic views of Humboldt Bay and is flanked on the east and south by wetlands and agricultural lands. To the southeast, the city's topography rises to merge with the Pacific Coast Range that forms a scenic backdrop to the Humboldt Bay plain. Eureka has tens of thousands of acres of public recreation lands within a one-hour driving radius, including Redwood National Park, Six Rivers National Forest, Humboldt Bay National Wildlife Refuge, Patrick's Point State Park, and Humboldt Redwoods State Park.

DEEPWATER PORT

Humboldt Bay has served as a major seaport on the Northern California coast for over 100 years. It is the only deep-draft port of commercial importance between San Francisco and Coos Bay, Oregon. Humboldt Bay Harbor historically served large ships transporting timber and wood products and a substantial fishing fleet. Today, with substantially reduced timber and fishing industries, Humboldt Bay Harbor serves significantly fewer ships and boats than it did in the past.

WATERFRONT

Eureka has an extensive urban waterfront--some seven miles long--devoted primarily to commercial and industrial uses. There are six deepwater cargo facilities and eight fishing boat and other facilities in the incorporated area alone. There are also numerous warehouses, seafood processing plants, and other structures on the waterfront. Much of Eureka's urban waterfront is in disrepair and/or underutilized. The development and redevelopment of the waterfront is subject to strict coastal regulations and is constrained in many areas by the presence of toxic soils and/or groundwater and unresolved tideland jurisdictional issues.

LIMITED VACANT DEVELOPABLE LAND

There is very little vacant developable land remaining within Eureka's city limits. The city has only about 25 acres of vacant residentially-zoned land, with the capacity to accommodate fewer than 300 new housing units. Vacant developable industrial and commercial land is also in short supply. Annexation potential is constrained by topographical, environmental, and financial impediments, and is limited by the availability of few large blocks of adjacent vacant land.

HISTORIC BUILDING STOCK

Eureka has an impressive stock of historically-significant buildings. The city's stock of Victorian-era homes is one of the largest in California, and Old Town Eureka, with its numerous historic commercial buildings, is listed on the National Register of Historic Places. Unfortunately, several large historic commercial buildings in Downtown are constructed of unreinforced masonry, posing a safety hazard in a region known for seismic activity. While many have been preserved and rehabilitated, other historic structures have been poorly maintained and have fallen into disrepair. Some have been demolished because of these conditions.

ECONOMIC BASE IN TRANSITION

Eureka's and Humboldt County's economy is in transition. The timber industry, the area's main historical economic activity, has been in decline for many years. The fishing industry is also in decline, but due to new products and aquaculture activities, has managed to hold its own in recent years. Replacing these traditional sources of employment in the Eureka area in recent years are government, service, and retail activities. According to recent economic reports, tourism and small-scale manufacturing hold promise for economic development in the Eureka area. On the other hand, the prospects for significant port-related development appear to be limited in the next 10 to 15 years.

POTENTIAL FOR TOURISM

While there are many attractions for the vacationer in Humboldt County, Eureka has yet to establish itself as a major tourist destination. Eureka captures a majority of the total gross room receipts in Humboldt County, indicating the city's tourist accommodations dominate the market. There are, however, limited activities to keep tourists in Eureka for longer than an overnight stay. Eureka's Old Town and Central Waterfront hold the greatest potential for increasing the attractiveness of Eureka as a tourist destination, but suffer from blight and vagrancy. Furthermore, the Central Waterfront contributes little to tourism because tourist/retail

activities are largely absent in the area. In both cases, there is significant potential for expanded tourism if economic and pedestrian vitality can be restored in these areas.

DECLINING RETAIL AND OFFICE ACTIVITY IN DOWNTOWN

Closely related to the prospects for improving tourism in Eureka is declining retail and office activity in Eureka's Downtown. Over the last several years, Downtown has lost much of its retail and office business. This is due primarily to the opening of the Bayshore Mall in 1987. More recently, other areas like Henderson Center and the Westside Industrial Area have started to compete with Downtown for retail and office uses. A new Price-Costco store is currently being built in the Westside Industrial Area. If retail business continues to decline in Downtown, it will be difficult to maintain, let alone improve, the attractiveness of the area for tourism.

ACTIVE ARTS COMMUNITY

The Eureka/Humboldt County area is one of the leading art centers for regions of its size, according to a 1990 survey funded by the National Endowment for the Arts. Eureka has more than 50 non-profit arts organizations that serve the visual, performing, and literary arts in the community. It is also home to numerous art galleries, museums, and theaters. In September 1994, the City of Eureka designated a Cultural Arts Resource District in the Old Town/Downtown area. The district, and the expansion of arts and cultural activities that it will encourage, should enhance the attractiveness of the Old Town Area as a tourist destination and should also increase the overall level of pedestrian activity in the area.

U.S. HIGHWAY 101

Eureka's circulation system is dominated by a grid-street network, with U.S. 101 operating as two one-way streets bisecting the city's Downtown. U.S. 101 carries heavy traffic, a significant part of which is made up of heavy trucks and recreational vehicles. While traffic problems on U.S. 101 have long irritated Eurekans, nearly 30 years of study and discussion have not identified a feasible alternative to its current configuration.

1.3 COMMUNITY CONCERNS

In March 1993, the City of Eureka and its General Plan consulting team conducted a townhall meeting and a survey to solicit residents' views concerning growth and development in Eureka. In June 1993, the consulting team published the *Community Concerns Summary Report*, which reported the input received at the townhall meeting and from over 400 responses to the survey questionnaire. The survey questionnaire was organized around six basic topics: 1) community qualities; 2) growth; 3) Downtown/Old Town/Waterfront; 4) economy; 5) transportation; and 6) neighborhoods. The following is a summary of responses to the survey. The percentages shown in parentheses total more than 100 percent because respondents could choose more than one response.

- **Community Qualities:** When asked to identify Eureka's three most important qualities or assets, survey respondents most frequently chose "small town character" (66 percent), "historic buildings and sites" (53 percent), and "Downtown/waterfront" (49 percent). When asked to identify the three things they would most like to change about Eureka, respondents indicated "lack of job opportunities" (79 percent), "lack of recreational and youth activities" (46 percent), and "heavy traffic" (35 percent).
- **Growth:** When asked how fast Eureka should grow compared to the rest of the county, a majority of survey respondents said "at about the same rate as the county" (53 percent). Approximately 26 percent said "faster than the rest of the county" and 16 percent chose "slower than the rest of the county." When asked to identify three problems that should be given particular attention as Eureka grows, respondents picked "crime" (68 percent), "air/water pollution" (41 percent), and "traffic congestion" (40 percent).
- **Downtown/Old Town/Waterfront:** When asked to identify three changes to the Downtown/Old Town/Waterfront area they would most like to see, survey respondents said "development of the waterfront area" (62 percent), "more police on foot patrols" (45 percent), and "more parking" (38 percent).
- **Economy:** When asked to identify the three types of development most advantageous to Eureka, survey respondents chose "port-related development" (62 percent), "tourism" (60 percent), and "light manufacturing/business incubators" (50 percent).

- **Transportation:** When asked to identify the three improvements to Eureka's transportation system they would most like to see, survey respondents picked "establish Humboldt Bay as expanded port with passenger/commercial shipping services" (62 percent) and "improved rail service in and out of Eureka" (52 percent). "Alternative truck routing around Eureka" and "better maintenance of existing roads and bridges" tied for third place (47 percent). A close fourth place (46 percent) was "reduced traffic on Highway 101 through Eureka." When asked to describe traffic conditions on U.S. 101 in Eureka, 56 percent of survey respondents chose "inconvenient, but not serious" and 30 percent chose "serious."
- **Neighborhoods:** When asked to identify three key neighborhood issues to be addressed in the general plan, survey respondents indicated "crime, vandalism, drug use" (83 percent), "street/property maintenance, trash" (45 percent), and "lack of stop signs" (40 percent).

1.4 KEY ISSUES FOR THE GENERAL PLAN UPDATE

Based on the *Draft General Plan Background Report*, the *Community Concerns Summary Report*, and discussions with elected officials and residents, the General Plan consulting team has identified five issues that seem the most critical for the Eureka General Plan Update.

DOWNTOWN, OLD TOWN, AND CENTRAL WATERFRONT

For the past 25 years, Eureka's Downtown, Old Town, and Central Waterfront area have been the focal point of the City's planning efforts and substantial City investment. Together, these areas are the traditional center of Eureka and are still key to a successful economic development strategy. In recent years the vitality of this area has been eroded by retail competition from the Bayshore Mall and other shopping areas, relocation of offices to other areas in the city, increasing awareness of and concern for hazardous building conditions and toxic soils, and increasing vagrancy. A critical issue for the new General Plan is what role the Downtown, Old Town, and Waterfront areas will play in the citywide context and what can be done to revitalize and integrate these areas.

EMPLOYMENT AND INDUSTRIAL DEVELOPMENT

Eureka's and Humboldt County's economies are in transition. With the decline of the area's traditional economic base--timber and fishing--it is not clear what types of employment-generating development hold the most promise for building a new economic base. There is very little vacant land left within Eureka's city limits for developing new industry, and the financial resources for providing the necessary inducements for industrial development are scarce. Accordingly, a critical issue for the General Plan Update is how the city's limited land resources should be allocated (particularly in Eureka's Westside) and how the public's money should be invested to facilitate and stimulate economic development.

OUTLYING COMMERCIAL DEVELOPMENT

In recent years, virtually all of Eureka's new retail, commercial, and office development has occurred outside the Downtown/Old Town area. Since 1987, the Bayshore Mall has seriously eroded Downtown's local and regional markets. New businesses have continued to develop in the Broadway corridor. A new Price-Costco store is currently under construction in the Westside Industrial Area. Henderson Center and Myrtle town have continued to expand to serve local retail and office markets. A critical issue for the new General Plan is what role these outlying commercial areas will play in the future relative to the Downtown/Old Town area.

PHYSICAL EXPANSION/ANNEXATION

Eureka has very little vacant land left within its city limits. Accordingly, any significant residential, commercial, or industrial development must occur either through redevelopment of existing incorporated areas or through annexation of adjacent unincorporated land. At the same time, a large unincorporated population--nearly as large as the city's incorporated population--is functionally, but not legally, part of the City of Eureka. A critical issue for the new General Plan is whether the City should pursue annexation and, if so, which areas make the most sense for annexation.

TRANSPORTATION, CIRCULATION, AND PARKING

Eurekans have wrestled with the U.S. 101 problem for at least 25 years. The highway is Eureka's primary connection with the outside world and the backbone of its economy. Yet, it is a major nuisance; its heavy traffic volumes with a high percentage of trucks and recreational vehicles divide and disrupt the structure and activity patterns of the city. The adopted alternative route for U.S. 101, which would have created even more problems than the existing route, has recently been abandoned by Caltrans and the City. With any major solution such as a bypass at least 15 to 20 years in the future, a critical issue for the new General Plan is what improvements within the existing U.S. 101 Corridor can relieve the growing congestion and conflicts. Other transportation issues of concern are the adequacy of parking in Downtown/Old Town, the future of passenger and freight rail service, and the potential for port development in Humboldt Bay.

CHAPTER 2

EUREKA'S ECONOMIC FUTURE-- TRENDS, CONSTRAINTS, AND OPPORTUNITIES

2.1 INTRODUCTION

The central focus of a general plan is the allocation of land for housing, business, industry, open space, and other uses. How land is actually used directly reflects the structure of the local economy. It stands to reason, therefore, that decisions about how land is designated for various uses in a general plan should be based on an understanding of the community's economic prospects.

This chapter explores the various sectors that make up Eureka's economy in order to establish a context for decisions about how land should be designated in the new General Plan. It is intended to stimulate discussion of and, ultimately, to confirm trends and prospects within the various economic sectors. The City of Eureka cannot productively and profitably pursue development within all economic sectors; both land and financial resources are limited and most economic forces are beyond City influence. In the end, the City must make choices and target the most promising sectors in land allocation and financial commitments. At this point, there is no consensus on which sectors hold the greatest promise.

The second section (2.2) of this chapter describes ten sectors that account for most of Eureka's economic activity. The third section (2.3) describes these ten sectors in terms of their status, constraints, and opportunities. The final section (2.4) of this chapter examines how these various economic sectors interact with each other.

The descriptions of the ten economic sectors and their prospects are based on discussions with local officials, community and business representatives, and academic researchers, and on the following documents:

- *Draft General Plan Background Report*, prepared by the City's General Plan consulting team, January 1994

- *Westside Industrial Study*, prepared by the City's General Plan consulting team, December 2, 1993
- *Public Terminal Implementation Plan* (Tasks 1-4), prepared by Vickerman-Zachary-Taylor, April 18, 1994
- *Humboldt Bay Development Plan*, prepared by Martin O'Connell Associates, 1991
- *What Business Makes Sense for Humboldt County*, prepared by Mountain West Research, 1989
- *New Jobs for the Timber Region: Economic Diversification for Northern California*, authored by Dena Belzer and Cynthia Kroll, 1986

2.2 DESCRIPTION OF EUREKA'S KEY ECONOMIC SECTORS

This section provides an overview of the ten economic sectors that account for the bulk of economic activity in Eureka. These ten sectors are: 1) timber; 2) fishing; 3) port; 4) small-scale manufacturing; 5) arts and crafts; 6) culture, performing arts, cinema; 7) tourism; 8) government; 9) regional retail; and 10) local retail and office.

Economic sectors can be classified as either "basic" or "non-basic." In some cases, an economic sector is both. "Basic" sectors are "export" activities that generate income and employment from sources outside the local economy. Timber and fishing are basic economic sectors, in that they generate their income primarily from sales outside the region.

"Non-basic" sectors generate income and employment primarily from local sources. Supermarkets and real estate offices are examples of non-basic economic activities.

Economic sectors can also be classified according to how much spin-off economic activity they generate. Sectors such as manufacturing have high "multipliers" because they

directly and indirectly generate a high volume of purchases of goods and services in the local economy. That is, a dollar investment in one economic sector is multiplied in its effect as the dollar is respent in the local economy. This ultimately translates into greater economic activity and higher employment.

TIMBER

The timber industry includes the harvesting of timber, the processing of timber into lumber and wood pulp, and the sale and transportation of these products. In Eureka, timber-related businesses are located primarily in the Westside Industrial Area. The Westside Industrial Area contains Schmidbauer Lumber, Eureka's only remaining lumber mill. The area also contains the Eureka Forest Products yard and wharf, Copeland Lumber Yard, and other smaller forest product businesses and supporting operations. Northeast of Eureka in the unincorporated area adjacent to Indianola, the North Coast Redwood and Milling Company operates a timber processing plant. There are also two pulp mills located on the Samoa Peninsula: Louisiana-Pacific and Simpson.

Once the dominant basic industry in the county, timber and related products have declined substantially in the past decades due both to changes in the marketplace and to changes in the local resource base. A 1989 study by Mountain West Research for the Humboldt County Economic Development Forum identified several reasons for the decline of employment in timber and related products industries.

First, increased competition from the southeastern United States has taken a significant market share. Second, expansion of public ownership has removed substantial old growth forest land from commercial use. Third, environmental concerns and regulations have further restricted logging. Fourth, automation in the industry has increased productivity, resulting in a reduced number of jobs. Fifth, the industry exports more logs and produces less processed lumber. In 1993, the Simpson pulp mill on the Samoa Peninsula closed its operation. The Louisiana-Pacific (LP) pulp mill also shut down intermittently during 1993 and 1994, but resumed operations in May to produce chlorine-free pulp--a new product being produced in only a few plants in the country.

FISHING AND AQUACULTURE

The fishing industry includes fishing boat operators, fish buyers and processors, berthing facility operators and various suppliers (e.g., boat and gear maintenance). There are three buying stations for finfish, shrimp, and crab in Eureka. Two

of these are located in the Westside Industrial Area: Pacific Choice (foot of Commercial Street) and Eureka Cold Storage and Eureka Fisheries (foot of A street). The third, Caito Fisheries, is located on the Central Waterfront at the foot of K Street.

The City of Eureka also leases three hoists on Dock B to fish buyers. A small buying station, like Caito Fisheries, consists of a 60- to 80-foot boat dock and wharf, a light crane, an office, a scale, and a truck loading area. Larger buying stations, like Pacific Choice, have up to 300 feet of wharf frontage and cold storage lockers. Pacific Choice and Eureka Cold Storage process some of their purchases on-site; the other stations load the catch directly into refrigerated trucks for processing elsewhere.

Another component of the commercial fishing industry in Eureka is the production of oysters (aquaculture). Coast Seafood, California's largest oyster producer, lands oysters in Eureka from its Arcata Bay farms. The oysters are harvested by a small dredging machine and transported by barge to the factory. Most of its markets are out-of-state. While the facility is large enough to accommodate a significant increase in output, the level of oyster production that can be sustained in Humboldt Bay is unknown.

Total fish landings in Humboldt Bay have declined by over 40 percent since 1980, but seem to have stabilized in recent years. Aquaculture continues to thrive in Humboldt Bay. The Humboldt Bay fishing fleet declined by up to 30 percent between 1985 and 1990. The recent Vickerman-Zachary-Miller report concludes that "given the continued regulation, decline of the resource base and falling landings and the declining value, fisheries at Humboldt Bay should, at best, remain at current levels or increase slightly. A substantial increase in fisheries does not appear likely at this point."

PORT

Port facilities in Humboldt Bay include berthing for deep-draft ships, government-owned vessels, fishing boats, and recreational boats. Deep-draft ships primarily transport lumber, wood pulp, and other timber products, and petroleum and other chemical products. Facilities for deep-draft ships stretch along the western edge of the city as far north as Dock B. There are also deep-draft facilities on the Samoa Peninsula, in King Salmon, and in Fields Landing. Government-owned vessels include the United States Coast Guard Cutter *Acushnet*, which is docked at the foot of Commercial Street, and the *Broad Bill*, owned by California Department of Fish and Game, docked at the foot of J Street. Fishing boats dock in the Small Boat Basin and in the Woodley Island Marina. Recreational boats dock primarily in the Woodley Island Marina.

According to recent studies by Martin O'Connell Associates, Mountain West, and Vickerman-Zachary-Miller, there is little potential for significant containerized or non-containerized port development in Eureka in the next 10 to 15 years. The primary constraints are the limited turning radius in the harbor approach and the lack of good rail and highway links between the North Coast and the rest of California and the country. While the likelihood of major port development in the near and mid-term may be small, Eureka is one of only a very few ports in California, and opportunities for port development may develop in the long term.

One port activity that holds promise in the short-term is the docking of cruise/tour ships for short stays in Eureka. In May and September 1994, Royal Caribbean cruise ships made day-long stopovers in Eureka, with another stop in Eureka scheduled for October 1994. For the time being, the cruise ships are docking at the Louisiana Pacific (LP) dock on the Samoa Peninsula. Eventually, however, if cruise ships stop regularly in Eureka, they could dock at upgraded facilities at Dock B in the Westside Industrial Area.

SMALL-SCALE MANUFACTURING

Small-scale manufacturing in Eureka includes boat building, machine shops, boiler works, wood working, micro-breweries, tire retreading, food products, computer software, and various fine arts and craft production. Most of the existing small-scale manufacturing operations in Eureka are located in the Westside Industrial Area or near the waterfront east of the Samoa Bridge.

According to the 1989 Mountain West Report, an important development opportunity for Eureka is small-scale, non-coastal-dependent manufacturing. Humboldt County is generally well-suited to compete for small- and moderate-sized companies seeking locations for manufacturing and distribution facilities and has had some success in attracting small-scale manufacturing. Industrial parks have been established in recent years in Arcata, Blue Lake, Redway, and Fortuna.

One of the chief obstacles to industrial development in Eureka is the high cost of vacant industrially-zoned land. Additionally, much of the vacant industrial land is located in the Westside Industrial Area, where there are coastal restrictions, contaminated soils, wetlands, and tideland jurisdictional constraints. As a result of these constraints, Eureka has not competed well in recent years for small-scale industrial development.

ARTS AND CRAFTS

Arts and craft production in Eureka includes pottery, clothing and tapestries, wood crafts, paintings and sketches, sculptures, and other arts and craft activities. While these activities occur throughout Eureka and Humboldt County, there is a concentration of arts and crafts activities in Downtown Eureka. Eureka has numerous galleries and several museums that showcase the work of local artists and artisans. There are also numerous art organizations supporting local artists in the Eureka area.

According to the U.S. Census Bureau, Eureka had the highest percentage of artists per capita in California and one of the highest in the Western United States in 1990. Accordingly, Eureka is gaining recognition as a center for artistic activities. In 1992, Eureka was designated a Main Street City by the California Department of Commerce, in part, to demonstrate how the arts can be used for economic development. Main Street follows the model used by Taos and Santa Fe, New Mexico, Ashland, Oregon, and Sedona, Arizona, all communities in which the arts have stimulated economic development. In September 1994, the City of Eureka designated the Downtown/Old Town area (as defined by the Main Street boundaries) as a Cultural Arts Resource District. Main Street, in conjunction with other local arts organizations and the City of Eureka, is in the process of developing a cultural arts district plan. Ideas for the plan include development of an arts incubator, live-work space for artists, phantom galleries, and additional arts events. Already, the "Phantom Gallery" project and Saturday Night "Arts Alive" program have been successful in their first few months.

CULTURE, PERFORMING ARTS, AND CINEMA

Culture, performing arts, and cinema in the Eureka area include festivals and fairs, rodeos, local theater productions, and movie theaters. Most festivals in Eureka, such as the annual Jazz Festival, are held in Old Town. One exception is the Rhododendron Festival and Parade which starts in Old Town and ends in the Eureka Mall area via Henderson Center. An annual rodeo and fair are held at the Redwood Acres Fairgrounds, east of the Sequoia Park area in the unincorporated area. Theaters are located in the Downtown area, and movie theaters are located in Downtown, in Indianola, and at the Bayshore Mall.

North Coast arts groups have been trying for years to develop a permanent performing arts center in Eureka, and recently considered adapting a facility outside Downtown, in fact, outside the city limits. The City approved a multi-screen cinema on Broadway at Clark Street in May 1994. According to local sources, this new cinema may hasten the

closure of the Eureka Theater, Downtown's only movie theater. On the positive side, the Eureka Main Street and the Humboldt Arts Council are working to bring new cultural events to the Downtown and Old Town area. The "Taste of Main Street," which started in 1993 and runs in conjunction with the Dixieland Jazz Festival, has been successful in its first two years. Again, this year saw the opening of several "phantom galleries" Downtown.

TOURISM

The tourism industry in Eureka includes visitor accommodations, restaurants, specialty retail shops, sports fishing excursions, harbor cruises, and museums and historical parks. Visitor accommodations are located primarily along the U.S. 101 Corridor (along Broadway on the west side of town and on 4th and 5th Streets east of Downtown) and in the Downtown area. Restaurants catering to visitors are located along the U.S. 101 Corridor, in Downtown, and in Old Town. Specialty retail shops are located primarily in historic Old Town. Sport fishing excursions are available at the Woodley Island Marina and the Small Boat Basin. Harbor tours are available on the Madaket, which is docked at the foot of C Street. Museums and historical parks are located in the Old Town Area (Clarke Museum, Maritime Museum) and on South Broadway (Fort Humboldt Historical Park).

Tourism is a significant source of economic activity in Eureka. According to the 1991 Humboldt Bay Development Plan (prepared by Martin O'Connell Associates), the most important and cost-effective economic development strategy for Eureka is promotion of tourism. The Mountain West report, while less enthusiastic about tourism than the Humboldt Bay Development Plan, refers to tourism as Humboldt County's most competitive target industry. The Humboldt Bay Development Plan recommends the enhancement of the city's "working waterfront" as a key element of the City's efforts to increase tourism.

Recent tourist-related development proposals include a natural history museum and aquarium located along the waterfront east of Old Town and the Samoa Bridge and a revitalized fisherman's building and dock on the Central Waterfront between D and E Streets that would accommodate a waterfront market, retail shops, and offices.

REGIONAL RETAIL

Eureka is the retail center of the North Coast Region. Regional retail activity in Eureka includes the Bayshore Mall, located on South Broadway, and to a lesser extent, retail stores in Downtown, Old Town, and the Eureka Mall. Price-Costco is currently building a 122,500 square foot

retail warehouse facility in the south part of the Westside Industrial Area. The store is expected to draw retail business from a wide market area and eventually provide up to 130 jobs.

According to an analysis of retail development completed in 1993 as part of the Eureka General Plan Update, the new Price-Costco store will likely saturate the "big-box" retail market for the foreseeable future and few opportunities will remain for Eureka to "capture" retail sales that currently "leak" to other market areas. This means the City will probably not see any substantial benefit to encouraging other large retailers to locate in Eureka. Such growth will succeed not by capturing retail sales leaking out of the county, but by capturing retail sales that would otherwise go to existing retail operations in Eureka. Such development would likely not increase net sales tax revenues to the City.

LOCAL RETAIL AND OFFICE

Local retail and office activity in Eureka includes neighborhood stores, community shopping centers, specialty retail stores, banks, medical offices, professional offices, and general commercial stores. Neighborhood stores are located throughout Eureka to serve local residential needs. Community shopping centers include Mall 101, Burre Center, Henderson Center, Eureka Mall, Myrtle town, and Cutten. Specialty retail stores are located primarily in Old Town and Downtown Eureka and to a lesser extent in Henderson Center. Banks are primarily located in Downtown, with branch offices in outlying areas such as Henderson Center and the Burre Center. Medical offices are located primarily along Harrison Avenue. Professional offices are located primarily in Downtown, Henderson Center, and to a lesser extent in the Westside Industrial Area. General commercial stores are concentrated along the Broadway/U.S. 101 Corridor, Myrtle Avenue, and Harrison Avenue.

Retail and office uses are increasingly locating outside of the Downtown area. This is occurring for several reasons. First, there is a shortage of high-quality, ready-to-use space. Much of the space is too large for smaller users. Businesses considering a Downtown location can rehabilitate existing space, but may face significant costs for seismic retrofit or asbestos removal. Owning their buildings free and clear, some Downtown owners are not motivated to upgrade their buildings or even to lease them. Downtown developers have the option of demolishing existing structures to make room for new retail or office space, but the cost of demolishing or moving existing structures adds substantially to development costs, and many buildings have historic value. Potential developers are also discouraged from locating Downtown by the presence of derelict buildings and vagrants and the perceived shortage of parking. Finally, there is very little

vacant land Downtown suitable for development. The land that is available is located on the waterfront and is relatively expensive compared to land in Henderson Center or the Westside Industrial Area.

Currently, there is pressure to expand commercial zoning in Henderson Center to accommodate demand for small offices serving the local market.

GOVERNMENT

Government activities in Eureka include city and county government offices, the jail and courthouse, state government offices, including the Department of Fish and Game, Employment Development Department (EDD), Justice Department, Department of Motor Vehicles, and Caltrans, and federal government offices including the Six Rivers National Forest office, the Federal Bureau of Investigation, the Internal Revenue Service, the Postal Service, Social Security, and the U.S. Coast Guard. Most government offices are located in Downtown Eureka. Other offices are located in the Westside Industrial Area, Henderson Center, and the Burre Center.

Government is the largest employer in Humboldt County, providing approximately 11,200 jobs in 1991. This represented a 14 percent increase since 1975. Over this same period, however, employment in retail trade and services grew faster. As a result, government employment represented a smaller share of total employment in 1991 than it did in 1975. EDD projects that government will remain the largest employer in Humboldt County and will provide 11,700 jobs by 1996.

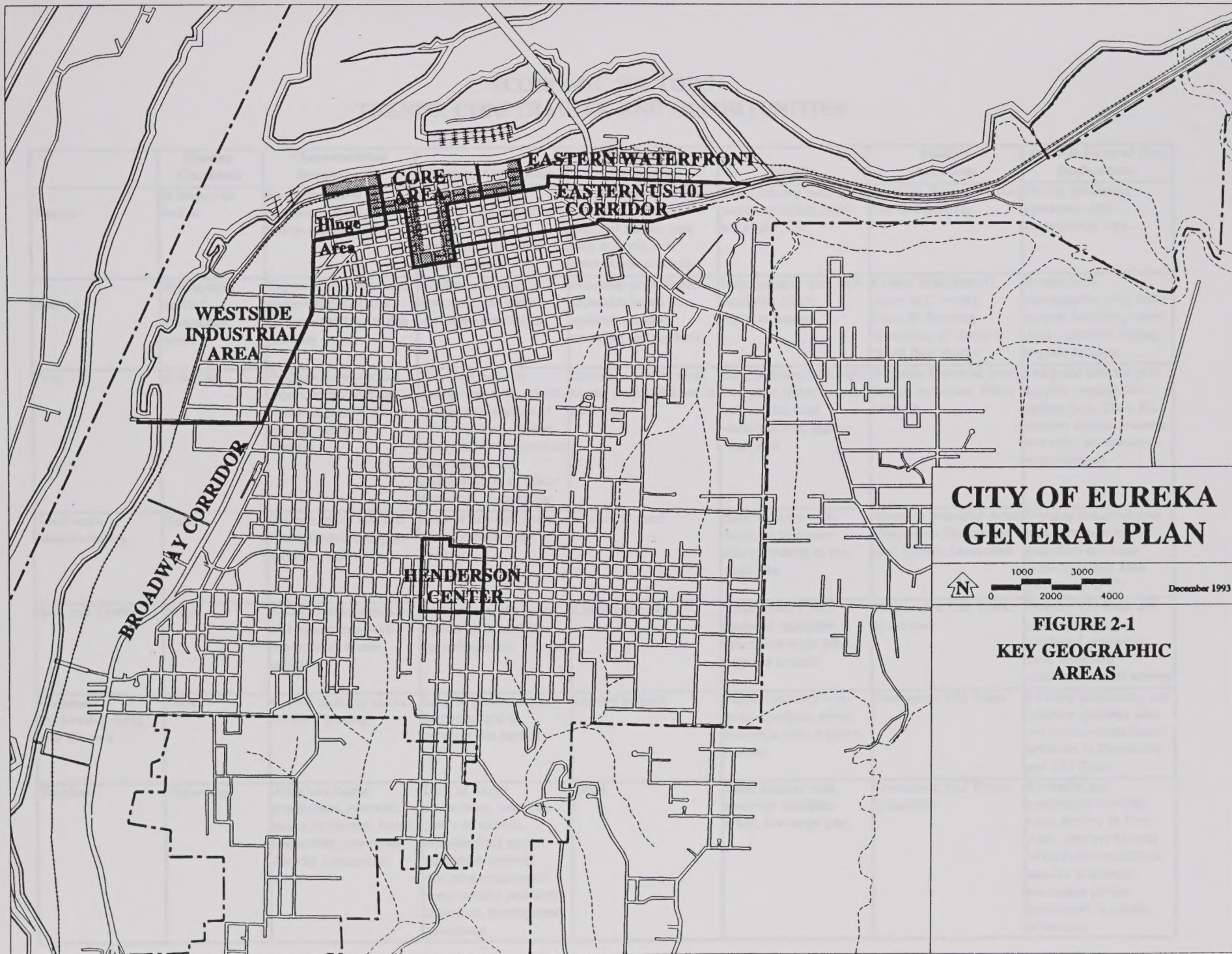
In Fall 1993, Humboldt County began a major expansion and remodeling of jail and courthouse facilities in Downtown

Eureka, the first phase of a long-term program for an expanded civic center. The first phase expands county facilities onto the block between I and K and 4th and 5th Streets. Subsequent phases would include remodeling of the existing County Courthouse facilities and possible expansion onto the two blocks between I and K and 5th and 6th Streets.

2.3 ECONOMIC SECTORS: STATUS, CONSTRAINTS, AND OPPORTUNITIES

Each of the economic sectors listed in the previous section can be described in terms of its current status or vitality and characterized by a set of constraints or opportunities. In turn, each sector can be considered in terms of where it might be established or expanded and what the new General Plan might propose for the sector. The matrix on the preceding pages assesses each of the ten economic sectors according to the seven following factors or considerations: 1) existing conditions; 2) characteristics/requirements; 3) existing constraints; 4) prospects for expansion; 5) benefits; 6) possible locations; and 7) implications for the general plan.

The information in the various cells of the matrix reflect the General Plan consulting team's judgment based on extensive discussions with local officials, business and community representatives, academic researchers, review of numerous published reports, and its own experience. Figure 2-1 shows the geographic areas referred to in the matrix. Readers should note that in Figure 2-1 the Core Area overlaps the Westside Industrial Area and the Eastern Waterfront.



ECONOMIC SECTORS TRENDS, CONSTRAINTS, AND OPPORTUNITIES

	Existing Conditions	Characteristics/ Requirements	Existing Constraints	Prospects for Expansion	Benefits	Possible Locations	Possible General Plan Implications
Timber	In long-term decline	Available timber reserves; market for timber products	Declining timber reserves; environmental and regulatory constraints; increased mechanization	Generally poor; limited expansion based on imported timber, new pulp markets, new construction products	Basic industry with high multiplier effect; high-wage jobs	Westside Industrial Area; Samoa Peninsula	Protect processing operations from incompatible uses
Fishing	In long-term decline; aquaculture stable	Improved resource base; support facilities and services; market for fish products	Declining fisheries; environmental and regulatory constraints	Generally poor; limited expansion based on aquaculture, new resources and products	Basic industry with high multiplier effect; supports tourism	Central Waterfront (J Street to C Street); Dock B; Working Waterfront (C Street to Small Boat Basin)	Protect from incompatible uses; build support facilities, repair docks; promote fishing-tourism linkages
Port	In decline	Products to import and export; cargo handling facilities; good highway and rail access to markets	Poor road and rail connections with outside; limited bay depths and turning radius; limited local market; competition from other ports; competition from other forms of transportation	Generally poor in short to mid term; unknown in long-term	Basic industry with high multiplier effect; support industry for local manufacturing; high-wage jobs	Westside Industrial Area; Samoa Peninsula; Fields Landing	Designate land for port support; expand dock facility (e.g., Dock B); identify needed roadway and other infrastructure improvements
Small-scale Manufacturing	Static	Entrepreneurs; low-cost space; business support services; capital	Lack of low-cost space; distance from major markets	Limited to good	Basic industry with moderate multiplier effect; medium to low wage jobs	Westside Industrial Area; Hinge Area (Broadway to C Street); Downtown	Develop industrial park with incubator space; redevelop and lease space in Hinge Area (Broadway to C)
Arts and Crafts	Static	Artists/craftpersons; low cost space; live-work space; retail access; capital	Lack of low-cost space; limited local market access/exposure	Limited to good	Basic industry with moderate multiplier effect; low-wage jobs; supports tourism	Hinge Area; Old Town; Downtown	Develop live-work-sell space; promote combined residential uses, arts/crafts production, retail activity
Cultural, Performing Arts, and Cinema	Static	Central location; market demand; parking	Lack of performing arts facilities; lack of coherent arts district	Limited to good	Support industry with small multiplier effect; low-wage jobs; supports tourism	Downtown; Old Town	Develop performing arts complex (perhaps joint use); concentrate theater activities in Downtown and Old Town
Tourism	Expanding	Attractive tourist destinations, activities, points of interest; hotels; restaurants; pedestrian-friendly commercial areas	Lack of tourist destinations, activities, points of interest; distance from major population centers; declining commercial core; security problems; waterfront development constraints	Good	Basic industry with moderate multiplier effect; low-wage jobs	Downtown; Old Town; Waterfront	Revitalize and concentrate specialty retail activity in Core Area; improve Central Waterfront; rehabilitate derelict properties; encourage private investment in tourist attractions

ECONOMIC SECTORS **TRENDS, CONSTRAINTS, AND OPPORTUNITIES (continued)**

	Existing Conditions	Characteristics/ Requirements	Existing Constraints	Prospects for Expansion	Benefits	Possible Locations	Possible General Plan Implications
Regional Retail	Expanding	Growing market population; rising household incomes; central location relative to market; parking	Slow population growth; limited potential to capture larger market; limited available sites	Limited	Basic or support industry with small to moderate multiplier effect; low-wage jobs	Westside Industrial Area; South Broadway	Designate area(s) for regional retail expansion
Local Retail and Office	Expanding	Growing market population; rising household incomes; low-cost office space	Slow population growth; lack of low-cost appropriately-sized space	Limited to good	Support industry with limited multiplier effect; service to local population; medium- to low-wage jobs	Downtown; Old Town, Henderson Center	Promote local retail and office use in Downtown and Old Town; limit growth in outlying areas (e.g., Henderson Center)
Government	Static	Central location	Slow population growth; limited government budgets	Limited	Basic or support industry with small to moderate multiplier effect; medium- to high-wage jobs	Downtown; Westside Industrial Area	Promote concentration of government offices in Downtown

2.4 INTERACTION AMONG ECONOMIC SECTORS

The ten economic sectors described in the previous section interact with one another in both obvious and subtle ways in terms of their functional and geographic relationships. In some cases, the interaction is beneficial, even synergistic. In other cases the interaction is detrimental to at least one of the sectors. This section briefly explores six ways in which economic sectors interact: 1) preemption; 2) competition; 3) conflicts; 4) substitution; 5) compatibility; and 6) synergism. This is neither an exhaustive discussion nor a quantitative analysis. Rather, it is intended to underscore key interrelationships that must be taken into account in the allocation of land uses and the formulation of land use policies.

PREEMPTION

In its simplest form, preemption means that development of an area with one type of use will preclude another use from occurring in the area. If the Westside Industrial Area is designated and/or used for heavy port activities, for example, the area will simply not be available for development of small-scale manufacturing uses.

There is also another dimension to preemption. If a particular area is designated for regional retail, for example, this will likely preclude it from occurring elsewhere in the city, perhaps even elsewhere in the region.

COMPETITION

Competition overlaps with preemption. Competition primarily occurs within economic sectors. Eureka, for example, competes with Arcata, Blue Lake, and Fortuna for small-scale manufacturers. Within the city of Eureka, Henderson Center and other outlying shopping centers compete with Downtown for local retail and office uses. The winners in these competitions are determined by a number of considerations, but important among these factors are the price of land and rents, ease of access (both driving and parking), and amenities (e.g., open space, landscaping). Competition from outlying shopping centers is undermining the vitality of Downtown and may jeopardize the support that local retail and office uses provide for tourism.

CONFLICTS

There may be conflicts among sectors in terms of physical or economic effects. Heavy industrial uses such as timber milling or port activities are generally going to conflict with

adjacent local retail or office uses and with regional retail uses because of differences in clientele, traffic patterns, noise levels, and aesthetics.

Different uses may also conflict with one another in terms of their economic effects. For example, allowing retail uses to develop in essentially industrial areas may fuel land speculation and increase prices, ultimately forcing out long-time industrial residents of the area.

SUBSTITUTION

Competition in some cases can lead to simple substitution. For example, a new shopping center could draw business away from Downtown without increasing total citywide sales or jobs. An even newer shopping center could in turn draw business away from the other shopping center, again without increasing total sales or jobs. Thus, from a citywide perspective, there would be change and physical expansion without real growth in the local economy.

COMPATIBILITY

Compatibility primarily involves similarities in the physical characteristics (e.g., traffic, noise) of economic sectors or how well their respective characteristics mesh. For example, retail, office, and multifamily residential uses in a downtown setting are generally considered compatible with one another. Historically, timber, fishing, and port uses have successfully coexisted along Eureka's waterfront. On the other hand, timber-related activities such as milling are not very compatible with local retail and office development because of differences in clienteles, traffic characteristics, and noise levels.

The Vickerman-Zachary-Miller report on harbor development assessed the compatibility of cargo facilities, cruise facilities, fisheries facilities, and other facilities (e.g., for U.S. Navy courtesy calls, tall ships, dinner cruise vessels) for adjacent development and possible combination. In the evaluation, the cruise facility and "other facilities" combination was rated the highest (10 out of 10). The cruise facility and fisheries facility combination was also rated highly (8 out of 10) as was the fisheries facility and "other uses" combination (8 out of 10).

SYNERGISM

Some economic sectors are more than compatible; they are synergistic, such that when they are linked functionally or combined physically, the total effect is more than the sum of their separate effects. Highly-visible fishing activities have been cited in several recent economic studies as a valuable attraction for the tourist industry. Likewise, the arts and crafts industry, and cultural and performing arts are strong attractions for tourism. Similarly, restaurants and specialty shops can benefit from being located near a cinema or a performing arts center.

The major economic opportunities and the most disadvantaged areas within the City are presented below in general.

- Core Area
- Warehouse Industrial Area
- Warehouse Corridor
- Warehouse Corridor
- Eastern VA Hill Corridor
- Eastern Warehouse

Designated in the current zoning (C-1) of the zoning and mapped in Figure 3-1, these six areas were selected because they are located in the most promising for change. Each one plans for all three categories of land use plans, all in some cases, mostly office, and each to be redeveloped as part of the Central VA Hill.

Other areas of the city not designated in the zoning are relatively stable and are not experiencing significant change in population or density. While they do not contain significant potential for growth, they do contain some areas that will be addressed in the future. These areas are the rest of the city.

The other areas of the city are the rest of the city, which is currently stable and is not experiencing significant change in population or density. These areas are the rest of the city.

The last three areas of the city are the rest of the city, which is currently stable and is not experiencing significant change in population or density. These areas are the rest of the city.

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CHAPTER 3

3.1 THE CITY OF KEY

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WATERFRONT INDUSTRIAL AREA

The Waterfront Industrial Area is located in the north of the city, near the city of Key. It is a small town located in the north of the city, near the city of Key.

CHAPTER 3

KEY GEOGRAPHIC AREAS

3.1 INTRODUCTION

This chapter focuses on important land use and development issues facing six key geographic areas in Eureka:

- Core Area
- Westside Industrial Area
- Henderson Center
- Broadway Corridor
- Eastern US 101 Corridor
- Eastern Waterfront

Described in the second section (3.2) of this chapter and illustrated in Figure 3-1, these six areas were selected because they are subject to the most pressure for change. Land use plans for all these areas are at least ten years old, in some cases much older, and need to be reconsidered as part of the General Plan Update.

Other areas of the city not discussed in this chapter are relatively stable and are not experiencing significant change or pressure for change. While they do not demand attention at this point in the General Plan Update process, they will all be addressed in the *Draft General Plan* in the next phase of the Update process.

The third section (3.3) of the chapter uses a matrix to summarize current conditions in each of the six areas and future prospects for each area.

The last three sections (3.4, 3.5, and 3.6) present options for the future of three of these areas where the pressure for change is most intense. These three are the Core Area, the Westside Industrial Area, and Henderson Center.

3.2 DESCRIPTION OF KEY GEOGRAPHIC AREAS

CORE AREA

The Core Area of Eureka is a "T" shaped area roughly defined as the area bounded on the north by Humboldt Bay, on the west by Commercial Street, on the east by M Street,

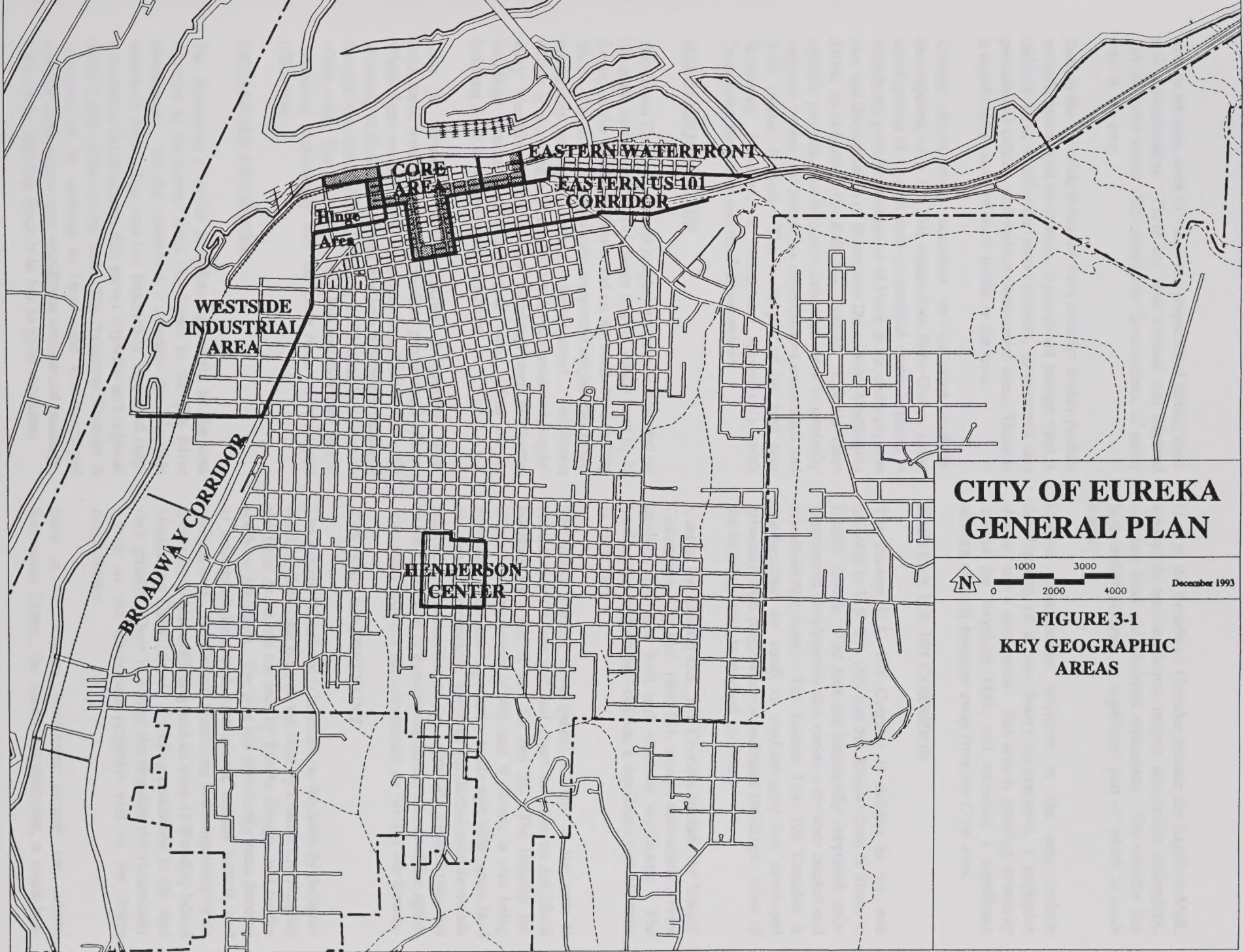
on the south by 7th Street, and includes Downtown, Old Town, and the Central Waterfront areas. The area is the historical center of urban activity in the city and the most densely developed part of the city. The Core Area is characterized by small lots with multi-story masonry and woodframe buildings adjacent to the public right-of-way (sidewalks, streets). The Core Area also contains an impressive stock of historically-significant commercial buildings. Much of the space in Downtown buildings is vacant or underutilized and in need of rehabilitation. The area has numerous derelict buildings and a generally underdeveloped waterfront area. Numerous transients frequent the area.

Uses in the Core Area include specialty retail, banks, professional offices, art galleries, restaurants, museums, second-story apartments, and miscellaneous commercial uses. There is a moderate amount of pedestrian activity centered around the E and F Street and 2nd Street corridors corresponding to the highest concentration of retail business and offices.

Two major development projects in the Core Area are currently proposed: 1) reconstruction of the landing dock at the foot of C Street and 2) possible restoration of the fisherman's building for a waterfront market, retail shops, and offices and adjacent fisherman dock. In general, the Core Area is in decline because of competition from outlying retail areas, building rehabilitation problems (including seismic retrofit, asbestos removal, and fire hazards), and security problems.

WESTSIDE INDUSTRIAL AREA

The Westside Industrial Area is bounded on the north by the inner reach of Humboldt Bay, on the west by the outer reach of Humboldt Bay, on the east by C Street (overlapping the Core Area) and Broadway, and on the south by Del Norte Street. The area is the historical center of manufacturing, port, and railroad activity in the city. The Westside Industrial Area is characterized by large lots developed primarily with single and two-story timber, woodframe, and metal commercial buildings. Many of the older buildings are in poor condition. The area also contains four deepwater cargo facilities, the Small Boat Basin, two fishing boat facilities, and a fishing dock. There are numerous vacant or underutilized



launch, a recreational trail, and natural habitat and wetland areas, and single family and multifamily residential and industrial uses in the upland area.

A new County library is currently being constructed at 3rd and O Streets behind the Carson Mansion. A wildlife museum and aquarium is currently proposed on a portion of the Halvorsen property east of the Samoa Bridge. Development of this area could support new retail and visitor-serving development in the Core Area. Because of its historical use by timber mills, there is likely significant soil contamination that would need to be addressed before development of this area.

3.3 KEY GEOGRAPHIC AREAS: STATUS, CONSTRAINTS, AND OPPORTUNITIES

Each of the geographic areas listed above can be described in terms of its current status or vitality and characterized by a set of constraints or opportunities. The matrix that follows assesses each of the six key geographic areas according to five factors or considerations: 1) existing conditions; 2) existing constraints; 3) currently anticipated development activities; 4) relationship to other key areas; and 5) future role in economic development.

KEY GEOGRAPHIC AREAS TRENDS, CONSTRAINTS, AND OPPORTUNITIES

Key Areas	Existing Conditions	Existing Constraints	Currently Anticipated Development Activities	Relationship to Other Key Areas	Future Economic Development Role
Core Area	In decline; new retail and office uses locating elsewhere; numerous underutilized and derelict properties; security issues for shoppers	Toxic contamination, especially along the waterfront; unreinforced masonry buildings; competition for retail and office uses from outlying areas; few ready-to-build sites; lack of parking	Specialty retail; tourist-oriented waterfront redevelopment; arts and culture activity	Center of the city; priority for office and retail growth	Tourist destination; arts and crafts; cultural and performing arts; concentration of government offices/ services
Westside Industrial Area	In decline, transforming; last timber processor in Eureka located here; commercial fishing and fish processing in north part of the area; new retail growth in south part of area; some vacant and underdeveloped properties	Toxic contamination; tideland jurisdictional issues; wetlands; lack of large parcels for industrial users; limited street capacity	Price-Costco; strip commercial along U.S. 101; possible port development; limited office growth;	Economic engine which supports retail and service activities in other key areas; competes to some extent with Core Area	Timber products; small-scale manufacturing; commercial fishing industry; port development
Henderson Center	Growing; expanding local retail and office uses; houses converting to office use; traffic congestion	Lack of parking; surrounding residential neighborhood	No major projects; frequent requests to rezone adjacent residential areas for office use	Direct competition with Core Area and other commercial areas for office uses	Continuing role as major south city commercial center
Broadway Corridor	Growing; regional commercial activity (Bayshore Mall) acting as magnet for local retail; strip commercial; heavy traffic	Limited street and highway capacity; possible toxic contamination on adjacent waterfront properties	Additional regional retail and ancillary local retail	Direct competition with Core Area growth for commercial uses	Regional commercial activity; visitor-serving commercial activity
Eastern U.S. 101 Corridor	Transforming; existing residential neighborhoods declining; houses converting to office use; visitor-serving commercial and office uses doing well	Limited street capacity	New justice center; office uses, particularly government-related office uses	Visitor-serving commercial uses and office uses support Core Area retail	Government; office activity; visitor-serving commercial activity
Eastern Waterfront	Transforming; some infill and expanding uses	Toxic contamination; access	Library; wildlife museum and aquarium	Tourist attraction and visitor-serving commercial uses support Core Area retail	Tourist destination; visitor-serving commercial activity

3.4 CORE AREA: DOWNTOWN, OLD TOWN, CENTRAL WATERFRONT

Eureka's Core Area has been the primary focus of the City's planning efforts since the mid-1960s. Early plans called essentially for wholesale transformation of the Core Area, including construction of an elevated freeway between 2nd and 3rd Streets and development of a complex of motels, restaurants, and a convention center similar to Jack London Square in Oakland or Fisherman's Wharf in San Francisco. Plans in the 1970s tried to build more on existing development, but were still very ambitious in proposing a covered mall for F Street that would have terminated at a Convention Center at about 8th Street.

Adoption of a redevelopment project plan for the Core Area in the early 1970s led to significant Old Town street improvements in the late 1970s and numerous commercial and housing rehabilitation and infill projects in the 1980s. The pace of Core Area development slowed in the late 1980s and early 1990s as development of the Bayshore Mall eroded downtown's historic retail market niche, the North Coast's traditional timber and fishing economy shrunk, and California slipped into recession.

The current General Plan Update and waterfront planning efforts provide a new opportunity for the City to take stock of its Core Area and to develop plans that are more responsive to local conditions, more realistic, and thus more likely to be implemented than earlier plans.

CONSTRAINTS AND OPPORTUNITIES

In addition to the economic problems confronting Eureka and Downtown (discussed in Chapter 2), the Core Area has several physical constraints that must be addressed in formulating a strategy for its revitalization.

1. The Downtown/Old Town area is a very large commercial district for a city of Eureka's population. Within this area, the intensity of development is relatively low, and retail and pedestrian activity centers are dispersed.
2. Many of the major buildings (also generally the tallest) that contain usable space and define the historic character of the Core Area are built of unreinforced masonry. The potential for their collapse in an earthquake not only represents a safety hazard, but such collapses would also leave major gaps in the heart of the Core Area where both the masonry buildings and adjacent structures are at risk.

3. The Core Area contains a number of industrial buildings and uses that detract from the pedestrian-commercial character of the Core Area. Several of these buildings occupy strategic sites in Old Town.
4. The U.S. 101/4th and 5th Street couplet is a major barrier that disrupts commercial and pedestrian activity patterns.
5. Numerous parking lots interrupt the continuity of building facades and create "dead spaces" at key intersections.

On the other hand, the Core Area has important positive physical characteristics that represent opportunities in formulating a strategy for its revitalization.

1. The small-scale grid street and block pattern is adaptable to many types and scales of development and is ideal for supporting an active pedestrian commercial area.
2. The Core Area contains an impressive stock of historically and architecturally significant buildings, particularly along E, F, and G Streets.
3. There is a significant amount of development potential in vacant buildings, underutilized buildings (particularly second stories), and vacant parcels, providing opportunities for increasing development intensity and economic and pedestrian activity within the Core Area.
4. The Core Area has commanding and highly scenic views of the waterfront, Woodley and Indian Islands, and Humboldt Bay, amenities that attract and support high quality development.

Unlike the options presented later in this chapter for the Westside Industrial Area and Henderson Center, the options for the Core Area are not structured as a set of discrete or mutually exclusive alternatives. Instead, this section discusses key concepts and principles that can be used as a framework for a successful Core Area revitalization strategy.

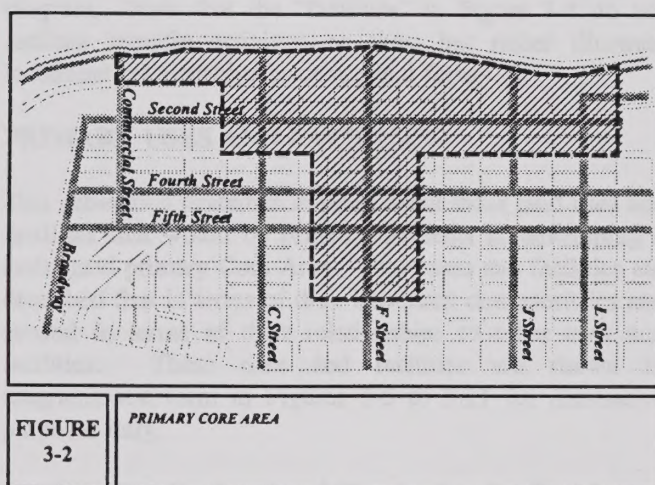
ORGANIZING FRAMEWORK: KEY URBAN DESIGN PRINCIPLES

The three most important urban design organizing principles for a Core Area revitalization strategy are: 1) to concentrate the City's effort within a clearly defined appropriately-sized primary core area; 2) to create a compact pattern of mutually reinforcing land uses; and 3) to locate key public and private facilities within or immediately adjacent to this area.

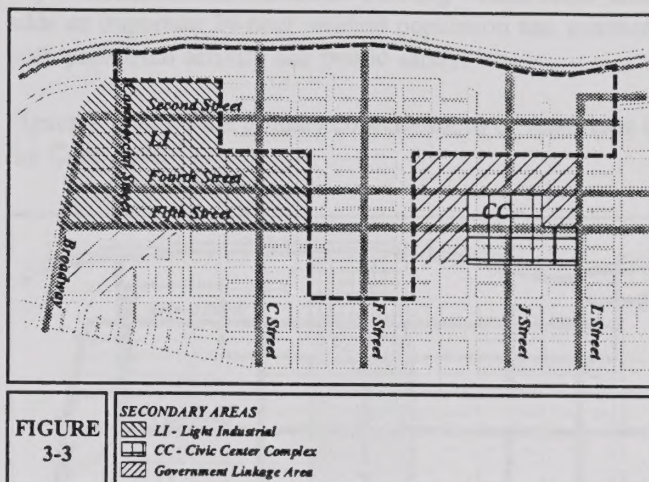
Define Primary Core Area

Since the combined Downtown, Old Town, and Central Waterfront occupies an area that is simply too large to effectively and efficiently revitalize as a whole, early revitalization efforts must concentrate on a smaller area. The key urban design principle then is *to focus attention on a smaller compact area*. This is based on the recognition that there are limited financial resources available to both the public and private sectors, and that each investment needs to generate the maximum benefit to the surrounding area.

This compact core area should be the part of the Downtown, Old Town, and Central Waterfront Area that is currently the strongest commercially and has the greatest potential for attracting new investment. Figure 3-2 shows the boundaries of this *primary* Core Area.



Initial revitalization efforts should also focus on two secondary areas that have important functions relative to the Core Area, namely the government/civic area (consisting of the complex of City and County buildings) and the light industrial area (between Commercial and C Streets, also referred to as the "Hinge Area"). These two secondary areas are shown in Figure 3-3. The key urban design principle is *to directly link these important secondary areas to the primary Core Area*.



Mutually Reinforcing Land Uses

Formulating a land use plan for the Core Area requires more than designating land for different types of development; it requires integrating uses based on the characteristics and particular requirements of each use and creating a pattern of uses that takes best advantage of their functional and locational relationships. The vitality of urban core areas is a product of the synergy generated by these characteristics and relationships. The key urban design principle is *to combine land uses that are mutually reinforcing*.

Location of Key Facilities

The siting of public and private facilities such as a performing arts center or cinema in the Core Area should be governed by their ability to serve as "anchor" facilities that define major destinations and pedestrian pathways, much like anchor stores in commercial shopping malls. The key urban design principle is *to locate major facilities where they have the maximum positive effect on the primary Core Area*.

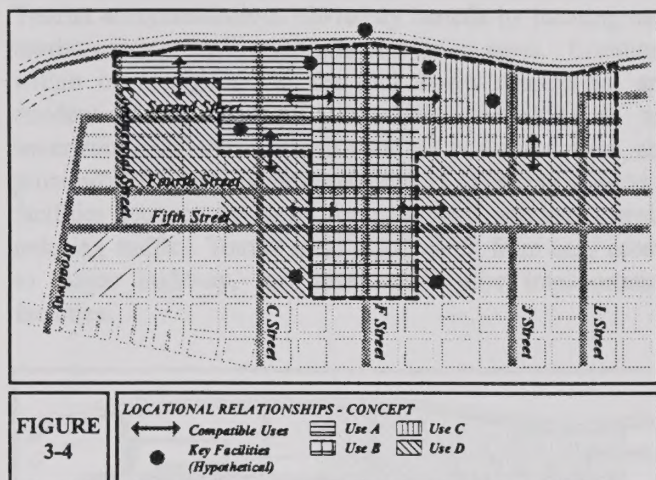


Figure 3-4 illustrates this basic principle in a schematic diagram. Note that the "facilities" in Figure 3-4 do not indicate specific activities or sites, but rather illustrate locational relationships in conceptual form.

PRIMARY USES AND FACILITIES

This subsection describes in more detail those land uses and facilities that would be primary elements in developing a revitalized primary Core Area. These uses and facilities are described first in terms of their important characteristics and second in terms of their relationships to other uses and facilities. These uses and facilities are shown in diagrammatic form in Figures 3-5 to 3-11 for illustrative purposes only.

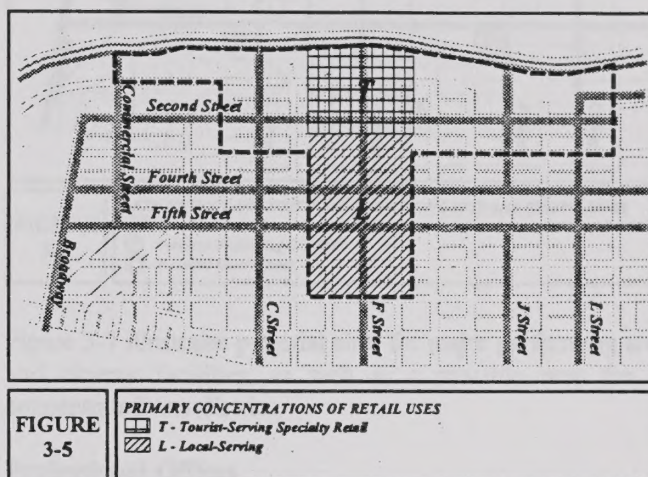
Specialty Retail: Local and Tourist-Serving Retail

Because of its social nature, retail activity defines the heart of a community. Specialty retail, which tends to occupy small shops and be locally-owned, is also an important reflection of the "small-town" character so highly valued by both the community and visitors. Specialty retail thrives in areas with concentrated uses and pedestrian activity, regular (generally gridded) and appropriately-scaled street patterns, and attractive streetscapes. Because streetscape amenities and strong specialty retail activity are mutually reinforcing, the quality of public space is vital to this use. Ample, convenient parking is also important.

Easy vehicular access off the U.S. 101 Corridor is important. Given the limited specialty retail market in Eureka, every effort should be made to concentrate specialty retail in the Core Area and to limit it in other areas of the city. Also, given the high amenity value of the Waterfront and Old Town, tourist-serving specialty retail should be concentrated toward the northern end of the retail district, with local-serving retail establishments located near the U.S. 101

Corridor and closer to the residential neighborhoods of the city. Moderate and affordable housing within retail areas adds an important 24-hour resident population and increases both pedestrian activity and public safety.

Figure 3-5 shows the primary concentrations of retail uses in the Core Area.



Government Services: Local, State, and Federal

As the largest single sector in the Humboldt County economy, governmental services are central to the economic well-being of Eureka. With construction of new jail and court facilities, governmental employment is expanding in Downtown, and some agencies that had left the Downtown will be returning. Government employees provide an important daytime population in the Core Area, supporting retail uses as well as eating establishments. Government facilities also attract private professional offices.

Concentrating governmental offices in a single area better serves the public as well as creating a civic district with its own identity. Proximity to retail business is important, since government workers will be more inclined to purchase goods and services closer to their offices. Proximity to uses with high night-time parking demands, such as a performing arts center or a multi-screen cinema, would permit joint use of parking facilities.

Tourism: Retail, Accommodations, Recreation, and Leisure Activities

Successful tourist areas are generally concentrated and visually appealing. Tourists avoid areas that are too sparse and spread out, felt to be threatening, or deteriorated. Scenic amenities such as historic buildings and districts, and views of and access to shorelines promote tourism. Tourist areas are also characterized by a concentration of restaurants and cultural, recreational, and other entertainment facilities.

Tourist accommodations obviously benefit by locating near tourist-serving retail areas and recreation areas. Locations within or contiguous to the Old Town commercial and residential districts are particularly desirable, as are waterfront locations. Tourists seek out pedestrian areas, and proximity of tourist accommodations to other tourist-serving facilities reduces the need for additional parking, thereby reducing traffic. Tourist areas also benefit from easy access to major highway, rail lines, and other transportation facilities.

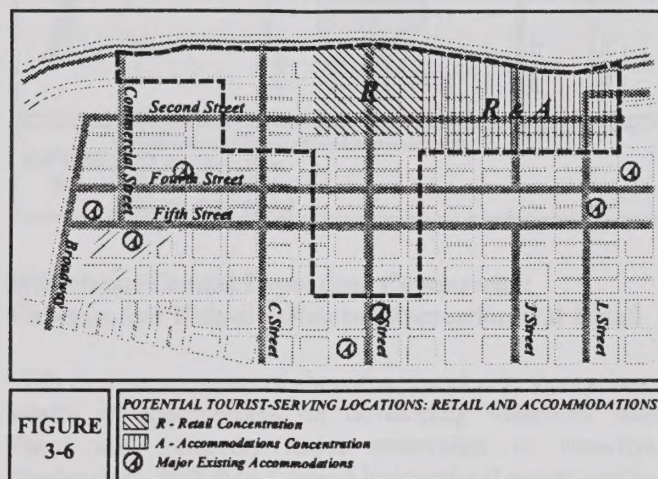


Figure 3-6 shows the locations of existing tourist accommodations and identifies areas with the most potential for attracting and supporting tourist-serving retail and accommodations.

Culture and Entertainment: Fine Arts, Performing Arts, Cinema, and Museums

Eureka has a large and active arts community, which could play a major role in revitalizing the Core Area. Permanent gallery space, performance space, and cinemas are in short supply. Expansion of these facilities in the Core Area could contribute substantially to its revitalization. Tourists and residents alike would benefit from the development of additional cultural and entertainment facilities in the Core Area. Museums would also be important contributors to revitalizing the Core Area.

Proximity of these facilities, particularly a performing arts facility and a multi-screen cinema, to retail activities would benefit both uses. These facilities would bring people into the Core Area before and following performances, increasing the vitality of the area. Due to size and parking demands, larger facilities such as a performing arts complex may need to be sited adjacent to (rather than within) the Core Area, taking advantage of the vacant or underutilized lands around the central part of the core. These facilities can also incorporate retail uses along the street frontage, thus

eliminating the "dead" space typical of such facilities.

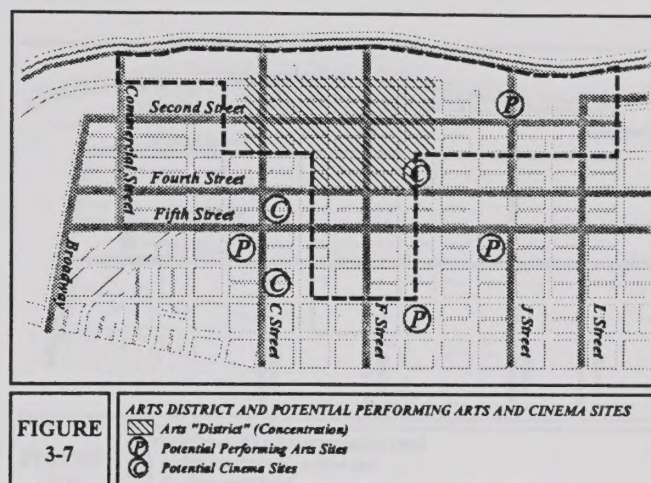


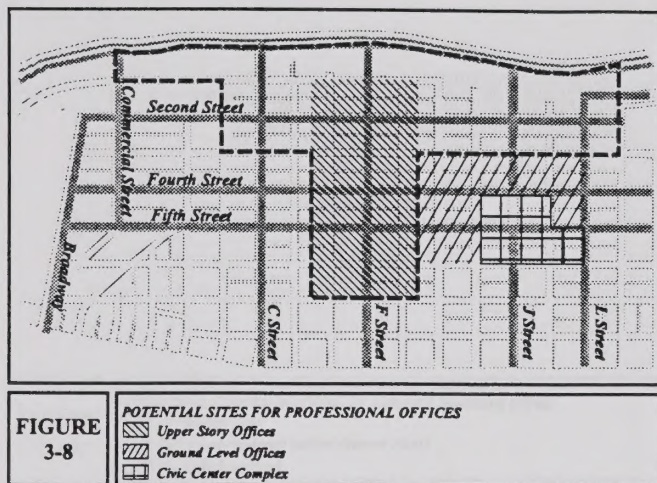
Figure 3-7 illustrates potential sites for major performing arts and cinema facilities, as well as a possible area for a concentrated arts district.

Professional Offices

Like government offices discussed previously, professional offices can expand the daytime population of the Core Area. Unlike retail uses that depend upon street frontage, professional office uses can occupy upper levels of multi-story buildings, but can also contribute to the conversion of residential stock, placing demands on an already seriously depleted housing stock. Such conversions should be minimized, and office uses should be directed to more appropriate locations and building types, particularly those in the Core Area.

Professional offices tend to cluster around governmental centers; expansion of governmental services will reinforce this tendency. Professional offices can also serve to link the governmental center to the retail core. Although they do not generate high levels of pedestrian activity, if located within or contiguous to the retail area, office uses directly support businesses such as office supply stores, copy centers, stenographic services, as well as restaurants at lunch time.

Figure 3-8 shows areas with high potential for professional office uses.

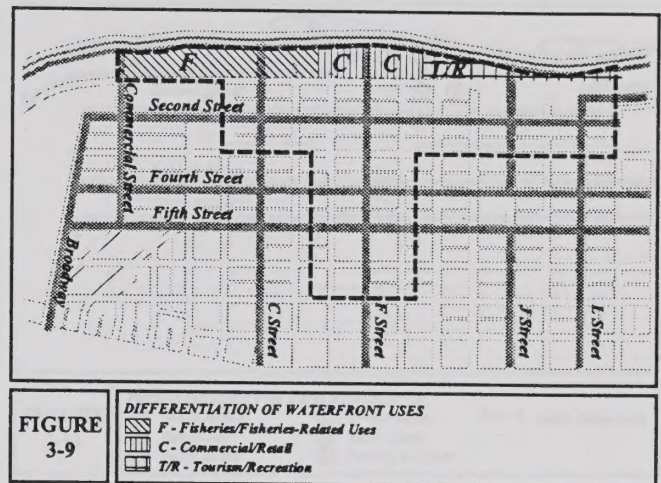


Waterfront/Coastal Dependent Commercial: Fisheries and Fisheries-Related Recreation and Retail

With over seven miles of shoreline, Eureka, in theory, has a wealth of opportunities for developing waterfront sites. There are, however, major constraints to waterfront development, including tideland jurisdictional issues, wetland regulations, and costly toxic remediation required at many sites. Coastal Commission policy stresses coastal-dependent uses for sites along the inner reach. The segment of shoreline between the Small Boat Basin and C Street should be reserved for fisheries uses, and uses along the balance of the inner reach should not be allowed to adversely affect existing fisheries uses. Potential future uses along the inner reach east of C Street include such coastal related uses as markets, boat landings, fishing, boating and fishing gear and attire, restaurants, and tourist accommodations.

The relationship between the maritime uses and adjacent uses is critical to the continued viability of the fishing industry. Care must be taken to not increase the land values and rents along the working waterfront, thus preempting this important industry. Maritime uses such as seafood processing can be maintained in part by excluding the development of higher value uses next to the working waterfront and maintaining this adjacent area in light industrial uses and affordable housing, including artist live-work space (discussed below). Uses along the balance of the inner reach should create and/or maintain strong visual relationships and physical public access to the shoreline, while retaining the architectural character of the Old Town mercantile district.

Figure 3-9 shows these different uses along the waterfront.

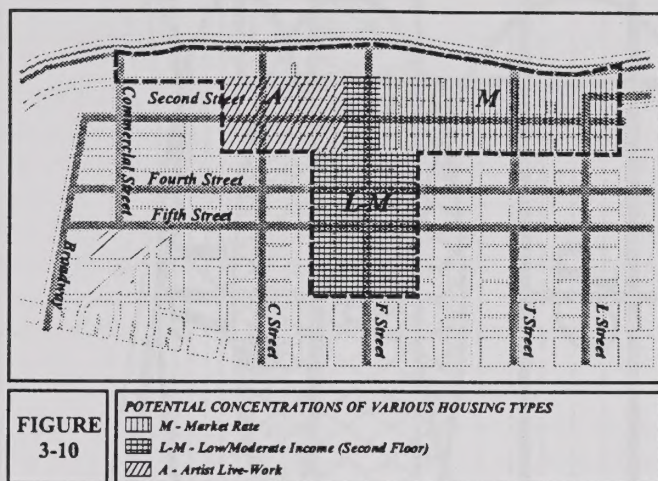


Housing: Market-Rate, Low- and Moderate-Income, Artist Live-Work

Housing is an important element in revitalizing urban core areas. Housing provides a 24-hour resident population that not only brings pedestrian life to an area, but also discourages vagrancy and provides neighborhood security and surveillance. Both market-rate and low- and moderate-income housing can contribute to this important function, as can both rental and for-sale units. Given the demand for additional housing in Eureka, the Core Area and its immediate periphery provide opportunities for siting a wide variety of housing types and bringing a resident population back into the central city.

Market-rate housing in the Core Area could take advantage of views of Humboldt Bay, Indian and Woodley Islands, proximity to existing market-rate housing and, to a more limited degree, proximity to professional offices. Low- and moderate-income housing can more easily be sited in the retail core, although it is not a good fit with professional office uses. Artist live-work space is ideal for locations adjacent to the light industrial and working waterfront areas where land costs and rents are lower. Artists not only bring an economic presence to the Core Area, they contribute to the pedestrian activity on the street through their patronage of local restaurants and other businesses. In the area surrounding the Core Area, housing of all types should be allowed for the same reasons that housing should be promoted within the Core Area. Housing in the Core Area and surrounding area would create demand for one or more grocery stores and similar neighborhood services.

Figure 3-10 illustrates the potential location of various kinds of housing within the Core Area.



Light Industrial/Industrial Incubator

Given the pressing need for jobs, the possible preemption of the Westside Industrial lands for port development, and the general lack of light industrial land elsewhere in the city, light industrial uses such as warehousing and bottling in the area between C Street and Broadway should be protected and promoted. These uses require relatively low land costs and rents, as well as good access. Industrial uses could encroach further toward D and E Streets, provided that the effects of their operations were not incompatible with the residential and retail uses. The upper floors of retail buildings could also accommodate some of the low impact industrial uses. Space for starting new businesses is likewise important, requiring low rents and adaptable spaces.

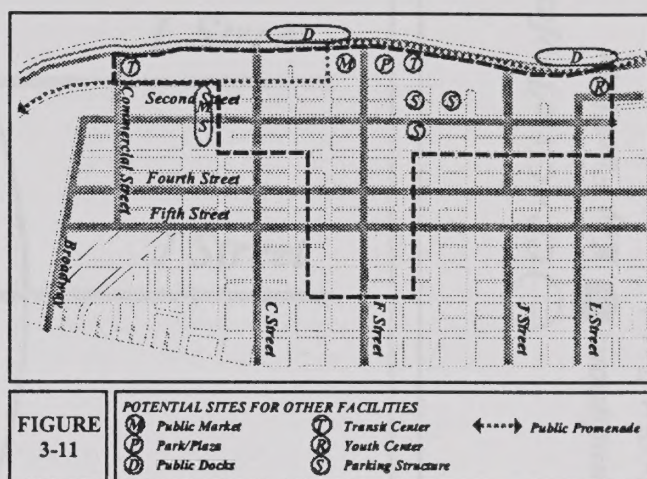
The relationship among light industrial uses and the working waterfront and artist live-work space is discussed in preceding sections.

Figure 3-3 on page 23 shows the location of the light industry/industrial incubator area.

Additional Facilities

In addition to those described above, there are other uses and facilities that can play important roles in the revitalizing of the Core Area. These include public market(s), a waterfront plaza/park, public dock, additional museums, transit center/passenger train station, recreation center, parking structures, and a waterfront promenade.

Potential sites for some of these facilities have been discussed in previous studies or as part of the General Plan Update process, and are shown on Figure 3-11.



CORE AREA CONCEPT PLAN

The uses and facilities described above tend to cluster in a way that defines distinctive subareas. These sub-areas or "districts" are identified below and illustrated in composite form in Figure 3-12.

District	Primary Uses
Retail	Primary retail and professional offices
Civic	Governmental center, professional offices
Cultural	Arts and culture, tourist-serving retail, artist live-work space, moderate-income housing
Tourist Accommodations	Tourist accommodations, professional offices
Residential	Market-rate housing, tourist accommodations, public and quasi-public uses
Fishing Support	Working waterfront, waterfront commercial
Light Industrial	Light industry, incubator space, low-income housing, artist live-work space

Combined with well-sited major facilities described earlier, these districts create a structure for the Core Area that has all the *physical* ingredients for a successful revitalization. There are, however, several other necessary ingredients: civic leadership to ensure that the Core Area plan is thoughtfully and carefully implemented; incentives for private investors whose projects are important to the restoration of the Core Area; and the timely development of public facilities and maintenance of public space to ensure that the public sector contributions are in place for attracting private investment. Revitalization will not occur overnight; it will be a lengthy and complex process.

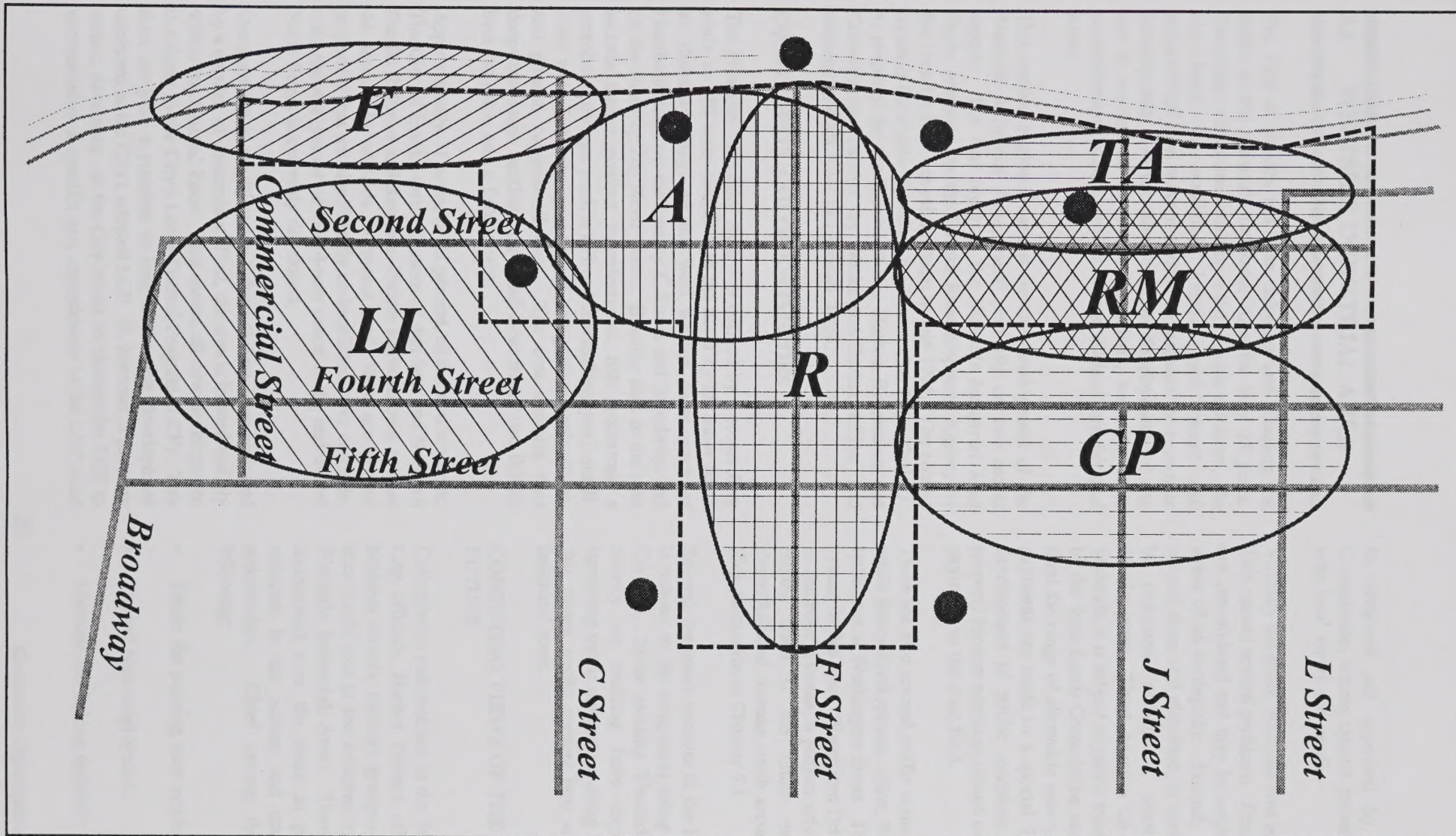


FIGURE 3-12

CORE AREA CONCEPT PLAN

-  *F - Fishing Support*
-  *LI - Light Industrial*
-  *A - Arts/Culture*

-  *R - Retail*
-  *TA - Tourist Accommodations*
-  *RM - Residential (Market Rate)*
-  *CP - Civic/Professional*
-  *Key Facilities*

3.5 WESTSIDE INDUSTRIAL AREA

The City of Eureka has been debating and planning the future of the Westside Industrial Area for over 25 years. The area's complicated challenges defy simple solutions. On one hand, its waterfront location and vacant and underutilized land make it a valuable resource for economic development. On the other hand, its development for any use is constrained by access limitations, wetlands, toxic contamination, coastal restrictions, and tideland jurisdictional issues.

This section explores options for the development of the Westside Industrial Area, based primarily on two recent reports. The first report is the *Westside Industrial Area Study*, prepared for the Eureka Redevelopment Agency by the General Plan consulting team in late 1993. The second report is the *Public Terminal Implementation Plan (Tasks 1-4)* prepared for the Humboldt Bay Harbor, Recreation, and Conservation District by Vickerman-Zachary-Miller and released in draft form in February 1994.

CONSTRAINTS AND OPPORTUNITIES

The Westside Industrial Area was defined by a recent City study as 280 acres bounded on the north by the inner reach of Humboldt Bay, on the west by the outer reach of Humboldt Bay, on the east by C Street and Broadway, and on the south by Del Norte Street. Existing uses in the area include timber product manufacturers, fish processors, a petroleum storage yard, a railroad marshalling yard, small-scale manufacturers, government and professional offices, and general commercial uses. The area contains four deepwater cargo facilities, the Small Boat Basin, two fishing boat facilities, and a fishing pier.

Approximately 71 acres, or 25 percent, of the area is vacant. The City of Eureka owns 27 acres of this land and Northern Pacific Railroad and Southern Pacific Railroad own another 44 acres. In addition to vacant land, there are several properties that are significantly underutilized. For example, only about a quarter of the 14-acre parcel at the end of Del Norte Street is currently developed.

Development in the Westside Industrial Area is complicated by a number of constraints. First, the area is located entirely within the Coastal Zone. This means all new development is subject to the City's Local Coastal Program (LCP). This does not pose a problem as long as the new development conforms to the City's adopted LCP. If, however, a property owner, developer, or the City wants to change the LCP to accommodate a specific use, amendments to the LCP must

be reviewed and approved by the California Coastal Commission, whose coastal protection views may conflict with local views and needs.

Virtually the entire Westside area is filled bay and tidelands. This creates several problems. First, the soils in the area are not consolidated and may be subject to liquefaction in the event of an earthquake. Second, despite filling, there are several areas still classified as wetlands that would need to be mitigated, perhaps at considerable cost, prior to development. Third, because the area was once bay and tidelands, it is subject to public trust restrictions administered by the State Lands Commission and the City of Eureka that limit the range of allowable uses of property, unless in-lieu payments are made to a special Tidelands Trust Fund for development of public maritime uses. Development of property for non-maritime related uses can require substantial payments to the trust fund.

There are also several traffic constraints that will affect the area's future development. First, Waterfront Drive currently terminates at Washington Street. To complete the circulation system in this area, Waterfront Drive needs to be connected to Railroad Avenue, a project scheduled for FY 94-95. A related issue is the future extension of Waterfront Drive/Railroad Avenue south around/through Palco Marsh. (See discussion in Chapter 5.)

Second, the area's location in the heart of the city means it is subject to the congestion along the U.S. 101 Broadway Corridor. Some existing Westside industries that depend heavily on trucking have expressed concerns about increasing traffic congestion along Broadway and the delays this causes trucks coming into and leaving the Westside Industrial Area.

COMPETING VIEWS OF THE WESTSIDE'S FUTURE

Collectively, stakeholders in the Westside Industrial Area--City officials, Harbor District officials, property owners, business owners, industry groups--have multiple objectives they would like to see achieved in the development of the Westside Industrial Area. These objectives have been enumerated over the years in planning documents and reflected in the actions and statements of the various stakeholders. Chief among these objectives are the following:

- Retain the existing base employment;
- Expand base employment;
- Maintain the fishing industry;

- Expand port facilities and related industries; and
- Maintain and increase sales tax revenues.

To some extent, these are competing objectives, since achievement of one objective may foreclose the possibility of achieving one or more of the other objectives. On the other hand, all these objectives may be achievable to some degree within the Westside Industrial Area through a carefully balanced approach to development.

Two different visions of the Westside Industrial Area's future are presented in recent reports. The first is the 1993 *Westside Industrial Area Study* and the second is the 1994 *Public Terminal Implementation Plan*. The main proposals of each of these reports are described below.

Westside Industrial Area Study

The *Westside Industrial Area Study's* recommendations are based on the key assumption that significant cargo-based port development in Humboldt Bay is not a serious prospect in the foreseeable future. The reasons, as discussed earlier in this report and in several economic studies in recent years, have to do with poor regional rail and highway access, lack of a sufficiently large local market, and competition from other west coast ports.

As an alternative to port development, the report proposes creation of a non-coastal-dependent business industrial park for the Westside area. The following discussion is adapted from Chapter VI of the *Westside Industrial Area Study*.

An important development opportunity for Humboldt County lies in attracting small-scale, non-coastal dependent manufacturing. Arcata, Blue Lake, and Fortuna have all developed industrial parks that have been, to varying degrees, successful in capturing this kind of economic activity. The kinds of businesses starting up in these Humboldt County locations are often ones owned by small entrepreneurs who are attracted to the high quality of life on the North Coast. The competitiveness of these sites has been improved by cooperative marketing strategies, common facilities (e.g., ovens for food industries), low utility costs, joint technical assistance programs, and support services (e.g., accounting). This bundle of benefits offers prospective tenants much more than mere land.

The Westside Industrial Area has several advantages in competing with other locations in Humboldt County for this kind of development: 1) it is located at the center of the North Coast market; 2) it is located in an enterprise zone which offers state tax and other benefits; 3) it is located in a redevelopment project area within which the agency can

use its funds to help businesses get started; and 4) it has high amenity value due to its proximity to Humboldt Bay and its various marine-related uses, including the Small Boat Basin.

On the other hand, there is very little vacant land for developing ready-to-build industrial sites in the Westside Industrial Area. The most obvious strategy for the City is to identify one large site that it can improve for industrial development. This would allow development of an integrated park with a full complement of improvements, including common design themes, entrances, and other amenities, all of which are helpful in marketing an industrial park. There are also economies of scale to be realized if City efforts are concentrated on developing an industrial park on one large site. For example, the cost of toxic soil remediation can be spread over many acres, thereby reducing the unit cost for remediation. According to the Urban Land Institute, the minimum size for an industrial park is generally 25 acres.

The only site in the Westside Industrial Area that meets this criteria is the "balloon track" parcels owned by Southern Pacific Railroad and North Coast Railroad, the adjacent Wright-Schuchart parcel, and other parcels landward of Dock B. Together these parcels total approximately 37 acres. The City of Eureka currently owns 14 acres of this land. As an alternative to developing a single site, in the event the balloon track site cannot be developed, the report notes that the City could use a "scattered-site" approach that would focus on improving various smaller sites for industrial development.

The Westside Study notes that overcoming site constraints such as toxic contamination and developing infrastructure may price finished parcels well above the going rate in surrounding communities, forestalling development of the area indefinitely.

In addition to an industrial park, the Westside Study recommends preserving the area around Dock A for port-related development, promoting commercial and light industrial development in the Hinge Area between Broadway and C Street, and protecting the "working waterfront" from commercial intrusion. In the latter case, the report recommends the area along the waterfront from Commercial Street to C Street be redesignated from Waterfront Commercial (CW) to Coastal-Dependent Industrial (MC) to reinforce the essentially industrial character of the area and reduce potential land use conflicts and the likelihood that land values will be speculatively inflated.

The land use recommendations of the *Westside Industrial Area Study* are depicted in Figure 3-13.

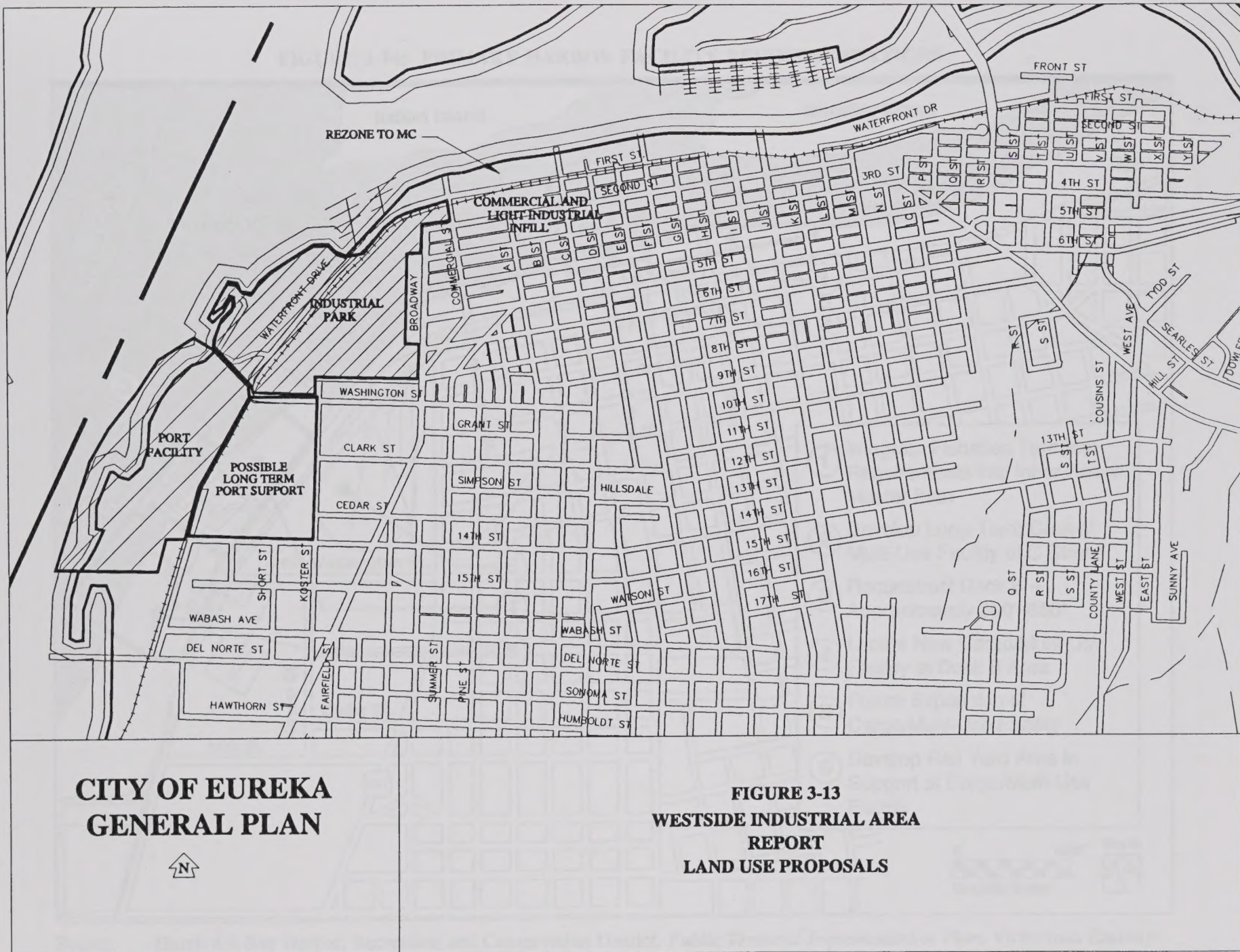
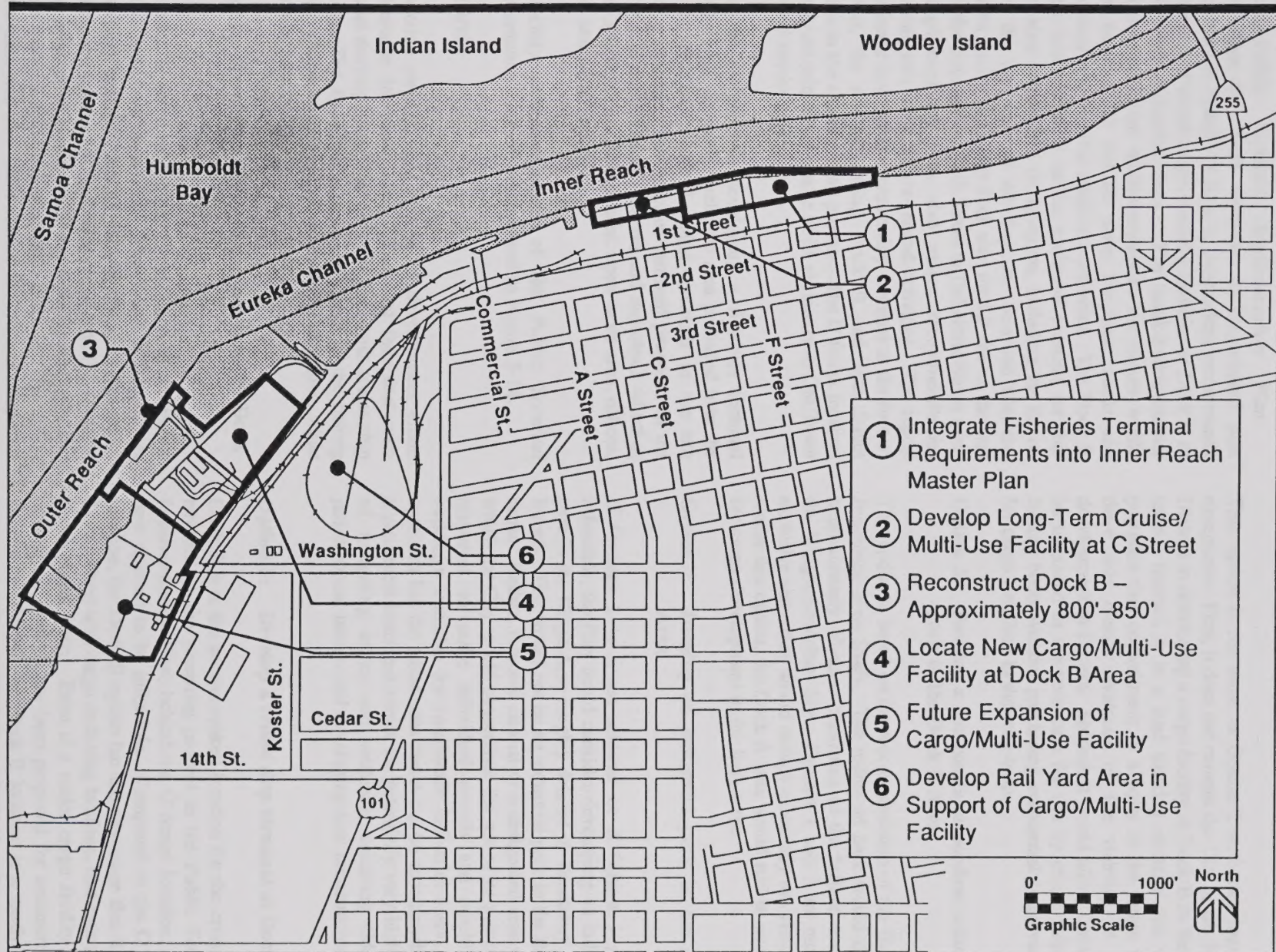


FIGURE 3-14: PRIMARY HARBOR FACILITY RECOMMENDATIONS



Source: Humboldt Bay Harbor, Recreation and Conservation District, *Public Terminal Implementation Plan*, Vickerman-Zachary-Miller, April 18, 1994

Public Terminal Implementation Plan

While the *Public Terminal Implementation Plan* acknowledges the many obstacles to cargo-based port development in Humboldt Bay, it nonetheless recommends development of major cargo handling facilities at Dock B in the Westside Industrial Area. The break-bulk/container combination terminal recommended in the report would require between 40 and 60 acres for basic needs and contingency and possible multi-use activities. The Dock B location was identified as the preferred location for this facility after considering six locations, including the Exxon site on the west side of the Bay, the Simpson site, the Louisiana Pacific (LP) chip dock site, the LP site on the east side of the Bay, and the 14th Street to Del Norte Street area. The *Implementation Plan* also makes recommendations concerning two other harbor-related activities. The report recommends developing a cruise ship terminal at the foot of C Street, the site outranking Dock B and 14th Street locations in the site screening process. The C Street location was selected primarily because of its proximity to Old Town shops and tourist attractions.

The report recommends developing a fisheries terminal somewhere on the inner reach, the area preferred over the Dock B area and Fields Landing locations in the site screening process. The fisheries terminal proposed in the report would require about 12 acres and includes a wharf of at least 390 feet, gear storage area, open work area, offices, lounge, and other facilities.

The facility recommendations of the *Public Terminal Implementation Plan* are summarized in Figure 3-14.

OPTIONS

This section presents eight options for development within the Westside Industrial Area. The first four deal with industrial development. The next two deal with cruise ship berthing. The final two address the needs of the fishing industry. Some of the options are mutually exclusive, while others are combinable.

Option 1: Develop a major cargo facility in the Dock B Area

This option is based on the recommendation of the *Public Terminal Implementation Plan*. The "break-bulk/container combination terminal" facility recommended in the report would require between 40 and 60 acres of land (30-40 acres for the basic module and 10-20 acres for contingency and possible multiuse activities) adjacent to Dock B. This option assumes there will be a viable market for cargo development within the next five to ten years.

Option 2: Reserve the Dock B Area for long-term development of a major cargo facility

This option is the same as Option 1 with two important exceptions. First, it does not commit the City or the Harbor District to developing a cargo facility at Dock B in the short term. Instead, it is a land banking strategy that would postpone that commitment to a point in the future where there was clearer evidence of the viability of cargo development in Eureka. Second, it would allow Dock B to be upgraded in the near term for use by cruise ships and fishing boats without precluding substantial improvements for cargo handling in the long-term.

Option 3: Develop a non-coastal dependent industrial park in the Dock B Area

This option is based on the recommendation of the *Westside Industrial Area Study*. The industrial park would occupy approximately 40 acres consisting of the balloon tract and the Wright-Schuchart Site. Options 1 and 3 are mutually exclusive since they would occupy essentially the same area. Under this option, the Dock A area would still be available for cargo development in the long-term.

Option 4: Develop an industrial park in the Hinge Area

If Options 1 or 2 are selected or if Option 3 proves infeasible, the City could consider developing an industrial park in the Hinge Area roughly defined by Broadway and C Streets. This would not be an industrial park in the familiar sense. Rather, it would consist of a designated area within which the City would concentrate the use of its powers and resources to make individual parcels and rehabilitated buildings available for small-scale industrial users. This approach has the advantages that it can be accomplished on a piecemeal basis and avoids the potentially very high costs of mitigating toxics and wetlands, resolving tidelands jurisdictional issues, and developing new infrastructure.

Option 5: Develop a cruise ship terminal at Dock B

Dock B was the second-ranked location for the cruise ship terminal in the screening process in the *Public Terminal Implementation Plan*, behind the C Street location, which now appears to be infeasible. Compared to the C Street location, the Dock B option has the advantage that it could be combined with cargo or fishing facilities, thus reducing its development costs. Even if a major cargo facility is not developed, Dock B has been proposed for reconstruction. On the other hand, the Dock B location is a much longer walk to the heart of Old Town for cruise ship passengers than the C Street location.

Option 6: Continue to use the Louisiana Pacific Dock on the Samoa Peninsula for cruise ships

The first three cruise ships to Eureka in 1994 are docking at the LP Dock on the Samoa Peninsula. This option would continue this arrangement, perhaps with upgraded facilities. The advantage of this option is its relatively low cost to the public. Its chief disadvantage is its distance from Old Town/Downtown tourist destinations, requiring a bus ride across the Samoa Bridge, a train ride around the bay, or a ferry ride across the bay.

Option 7: Develop fishing facilities west of C Street

This option is based on the recommendation of the *Westside Industrial Area Study*. It provides for redesignation of the area north of the railroad tracks/First Street between Commercial Street and C Street from Waterfront Commercial (CW) to Coastal Dependent Industrial (MC) to reinforce the essentially industrial character of the area and reduce potential land use conflicts and speculative inflation of land values. It would provide for the development of the fisherman's parcel just west of C Street for fishing support facilities and net repair.

Option 8: Expand fishing facilities east of C Street

This option is similar to Option 8, but would expand fishing-related facilities along the waterfront to D, E, or F Streets, including the Fisherman's Building, which is being considered for redevelopment with a combination of a waterfront market, retail services, and offices.

3.6 HENDERSON CENTER

Henderson Center is a very successful neighborhood shopping district. It serves the southwestern part of Eureka, the Rosewood area, and a portion of Cutten. The district's success, however, is creating pressure on the surrounding housing stock to convert to office uses, as small office users seek suitable and affordable space they cannot find in Downtown or in other areas in the city.

CONSTRAINTS AND OPPORTUNITIES

Henderson Center is roughly defined on the north by Henderson and Hayes Streets, on the west by D Street, on the east by H Street, and on the south by Everding Street. The area's retail and office uses are contained within the existing neighborhood commercial and office zoning boundaries, with all the surrounding area being zoned for and used primarily as single-family housing. (See Figure 3-15.)

Henderson Center is distinguished by small lot development with single-story wood frame commercial buildings and residential buildings converted to commercial use. Both types of structures house retail and office uses. Most of the building stock is in very good condition. Uses in Henderson Center include a grocery store, restaurants, specialty retail, professional offices, and general commercial uses.

This shopping area bustles with activity and the businesses appear to be doing quite well. There is virtually no vacant land left in Henderson Center. New building construction in the last few years has occurred on under-utilized lots and lots previously used for parking. The one remaining large lot in Henderson Center that was leased for parking may be sold for new construction. Building vacancies in the Henderson Center are typically filled much faster than vacancies in Downtown.

Traffic in the area is increasingly congested, and parking is in short supply. Some of the existing businesses have no parking spaces either on the same lot or available through leased space. The City owns a public parking lot in Henderson Center, but continues to receive requests from Henderson Center merchants for additional public parking. The City also receives complaints from the surrounding residential neighborhoods about business-related parking in front of residences.

Henderson Center may currently be operating at its most efficient level, balancing the vitality of its business with the inconvenience of traffic and parking congestion.

Henderson Center, however, is under pressure to expand into the surrounding residential neighborhoods. The pressure is primarily from small office users, such as insurance agents and attorneys, looking to convert houses to offices on the periphery of the commercial district. Some of these office users are leaving Downtown locations or might otherwise locate in Downtown were it not for the lack of suitable space and parking and high rents. Henderson Center has thus become an attractive alternative to Downtown for office users.

The most recent rezoning to permit office use involved a residential building conversion in a part of Henderson Center with an existing mixture of residential and office uses. In order to provide required parking, the applicant needed to pave the entire rear yard. The applicant, however, did not substantially change the building or the property on the street side yards except for the placement of a sign. This is typical of recent conversions.

By contrast, rezoning that would encourage the removal of the existing structures in order to increase intensity or to provide for parking, would have a more serious effect on the

surrounding residential neighborhoods. Compared to converted residential structures, commercial box-like structures would be out of character with the neighborhood. The residential neighborhoods surrounding Henderson Center have typical residential landscaping, which adds to its ambiance and the friendly character noted by merchants and users of the Center alike. The City has no landscaping requirements for new commercial construction that would preserve or replicate the existing residential landscaping.

Given the history of complaints about parking from residents of the neighborhoods around Henderson Center, rezonings for commercial or office use will likely be opposed by area residents. City parking requirements generally do not ensure provision of sufficient parking for a business. Instead, only a portion of the necessary parking is required, with street parking used to satisfy the rest of the need. This appears to be particularly true in Henderson Center where non-conforming uses have no parking now, and where parking lots have been displaced by new construction.

Option 1: Maintain Henderson Center within its current boundaries

Under this option, neither the boundaries of nor the types of development in Henderson Center would change. This would essentially affirm that the Henderson Center is operating adequately within its current boundaries and configuration. (See Figure 3-15.)

This option recognizes that expansion of Henderson Center's boundaries would likely increase traffic congestion and business-related parking within surrounding residential neighborhoods, and would likely change the character of the area through demolitions, decreased landscaping, and additional signs. Of the three options, this option would place the least demand on City services such as traffic control and public parking lots. This option might also encourage smaller office users to locate or remain in Downtown.

Option 2: Expand Henderson Center to accommodate "cottage" office uses that complement the existing neighborhood commercial uses

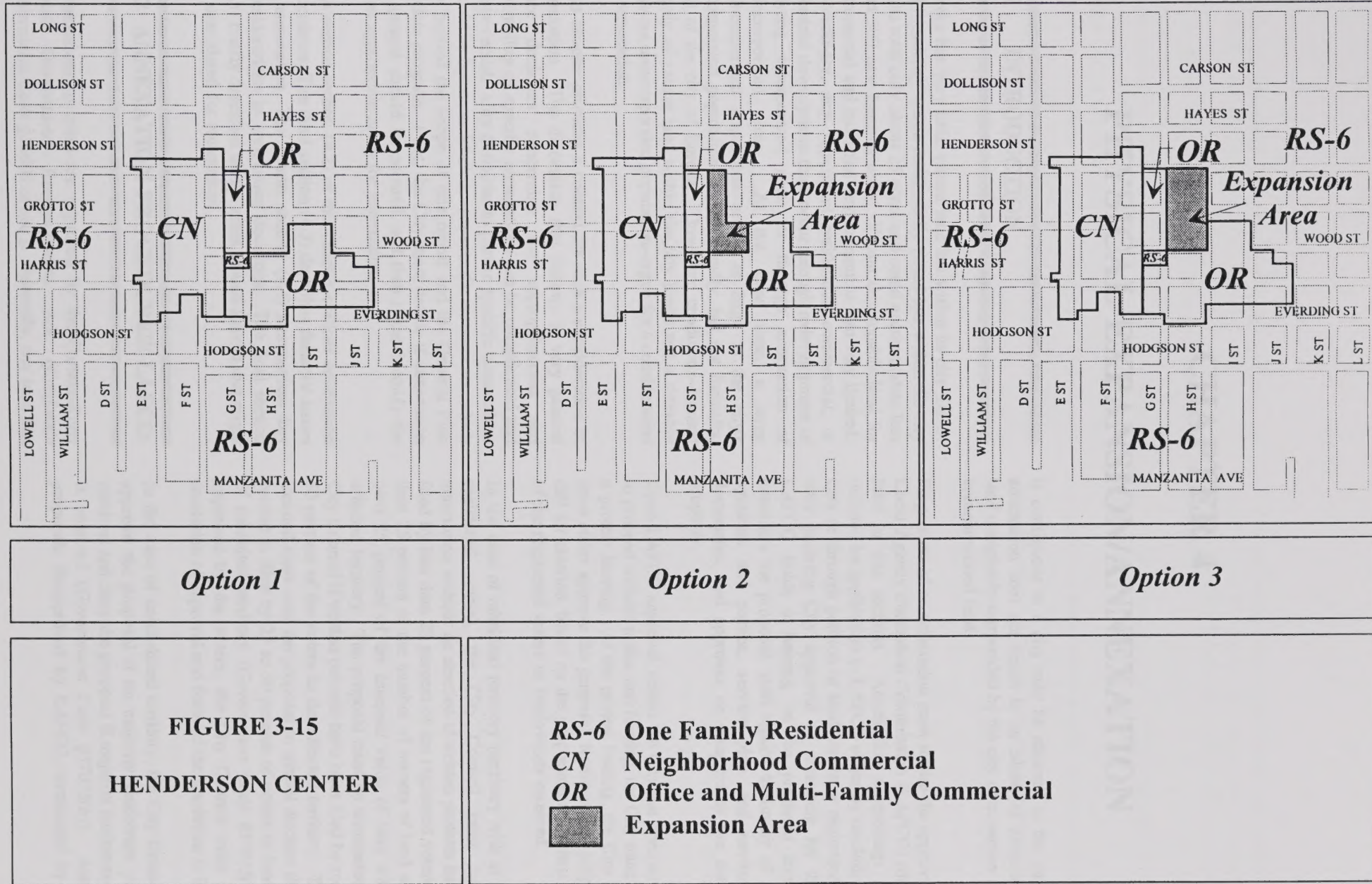
This option recognizes the need to accommodate the market demand for small office space (1000-2000 square feet) which is not being met by Downtown. This office demand would be accommodated in the area generally between F and H Streets and Henderson and Harris Streets. (See Figure 3-15.)

This option would preserve the existing physical ambiance in the area with a view to minimizing impacts upon surrounding residential neighborhoods. New office space would occur solely by the conversion of residential units and could require maintenance of the neighborhood character through landscaping, setbacks, and paved, on-site parking. No demolitions would be permitted. This option would require creation of a new zoning district specifically designed to limit impact upon residential neighborhoods. This option could, however, have a negative impact on Downtown, since it would provide attractive alternatives to Downtown office space.

Option 3: Expand Henderson Center to accommodate mixed uses (small office and small multi-family residential)

The third option would expand upon Option 2 by adding territory and allowing small multi-family development. The additional area would include the remainder of the block between G and H and Henderson and Grotto and the remainder of the block to its immediate south. (See Figure 3-15).

This option would encourage a mixed-use character within the area of G Street east to H Street and south as described. This would allow more options for property owners to convert their single-family residential structures. The same standards as mentioned under Option 3 would apply (i.e., landscaping, setbacks, parking, use of existing structures, restrictions on demolitions).



CHAPTER 4

PHYSICAL EXPANSION/ANNEXATION

4.1 INTRODUCTION

Eureka has very little vacant land left within its city limits. All remaining vacant-residentially-zoned lots within the city limits total only about 25 acres and could accommodate less than 300 new housing units. Vacant developable land for commercial and industrial development is also very limited. Accordingly, any significant residential, commercial, or industrial development must occur through redevelopment of existing incorporated areas or through annexation of unincorporated areas. At the same time, a large unincorporated population--nearly as large as the city's incorporated population--is functionally, but not formally, part of the city of Eureka. These two conditions--limited supply of vacant land within the city limits and a sizeable adjacent unincorporated population--argue for a consideration of annexation.

This chapter provides a context for such a consideration of annexation. The discussion that follows is very general since decisions concerning the appropriateness and desirability of specific annexations can be complicated and controversial. City decisions to pursue specific annexations should be based on detailed, area-specific assessments, which are beyond the scope of this report and the General Plan Update program. First, the City must decide if annexation in general should be pursued, and then it can identify the most appropriate areas for annexation.

The second section (4.2) of this chapter outlines annexation procedures. The third section (4.3) describes financial issues in annexation. The fourth section (4.4) summarizes key considerations in annexation decisions. The final section (4.5) briefly describes all the areas around Eureka that might be considered for annexation.

4.2 ANNEXATION PROCEDURES/ LAFCO

Annexations to cities are regulated by the Cortese-Knox Local Government Reorganization Act (*California Government Code §56000 et seq.*). Generally, any land that

is contiguous to a city may be annexed to the city if the annexation does not result in an island of unincorporated land completely surrounded by the city or in narrow strips of unincorporated land.

Proponents of an annexation must secure the approval of the Local Agency Formation Commission (LAFCO) (discussed later in this section). Annexation proceedings may be initiated by application to LAFCO either by resolution of the City or through petition of landowners or registered voters, after securing City approval of rezoning for the area. LAFCO holds a hearing on the proposed annexation, considers the proposal, staff report, testimony of affected agencies and parties, service plan, and environmental documents, and approves or disapproves the annexation proposal.

Upon LAFCO approval, unless the City has been authorized to proceed without notice and hearing, the City must conduct a protest hearing. At the protest hearing, the City Council must either approve the proposal, terminate the proposal, or call for election, based on the proportion of written protests of the registered voters or landowners received.

In the case of inhabited territory (territory with at least 12 registered voters), the City Council must order the annexation without an election if written protests have been filed by less than 25 percent of the registered voters or less than 25 percent of the number of owners of land who also own 25 percent of the assessed value of land within the affected territory. The proposal must be terminated by the City Council if written protests have been filed by more than 50 percent of the voters in the affected territory. The City Council must send the proposal to special election if written protest is filed by 25 to 50 percent of voters or landowners of inhabited territory (*Government Code §57075(a)*). If approved by the voters, the City Council must adopt a resolution of approval and forward the resolution to LAFCO.

In the case of uninhabited territory, the City Council must approve the proposal if no majority landowner protest is received and deny the proposal if majority landowner protest is received (*Government Code §57075(b)*). Annexation proposals disapproved by LAFCO, terminated by written

protest, or terminated by special election may not be resubmitted to LAFCO for at least one year.

The length of time it takes to complete an annexation depends on several factors. If all property owners in the affected territory favor the annexation and sign a petition to that effect, LAFCO processing can take as little as two months. If all property owners do not petition, or if the territory is inhabited, LAFCO processing will require at least six months and could take as much as nine months. Following LAFCO approval, final City approval will take four to six weeks. If an election is necessary, substantially more time is required (the length of time is dependent on the City's election calendar.)

The role of LAFCO in approving annexations is obviously critical. The 1963 Knox-Nisbet Act, which was superseded by Cortese-Knox, created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Act declares that "among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities" (*Government Code §56301*).

As the basis in part for making decisions about organizational changes and annexations, LAFCO must adopt a sphere of influence for each local agency subject to LAFCO regulation. The Cortese-Knox Act defines a sphere of influence as "a plan for the probable ultimate physical boundaries and service area of a local agency" (*Government Code §56076*). In practice, "ultimate" is typically defined as 20 years.

In determining the sphere of influence for a local agency, the LAFCO must consider and prepare a written statement of its determinations with respect to each of the following:

- The present and planned land uses in the area, including agricultural and open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and the adequacy of public services which the agency provides or is authorized to provide.

- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (*Government Code §56375.5*).

LAFCO may not approve city annexations outside the adopted sphere of influence for a city.

4.3 FINANCIAL ISSUES

Despite fears to the contrary, annexation has no effect on the amount each property owner pays in property taxes. The distribution of the tax dollars changes, but the amount of taxes on each parcel of property remains the same, or \$1.00 per \$100 of assessed valuation. All annexations to a city, however, are subject to inclusion in city special benefit assessment districts. If annexed parcels are in assessment districts, additional charges will be levied on the property to pay the cost of the special services provided the property. Annexation has no effect on the assessed valuation of the property.

One of the most complicated aspects of annexation is determining how much property tax revenue the city will receive from a newly annexed area. The city will begin to receive a portion of the one percent property tax after the annexation. This new revenue to the city comes primarily from a reduction in the county's general fund allocation from the area. The amount of the transfer from the county to the city is determined through negotiations between the county and the city. If no agreement is reached, and the city still insists on a portion of the property tax, the annexation is abandoned. The city may also receive property taxes as the result of detachments and dissolutions of districts as part of the annexation.

4.4 GENERAL ANNEXATION CONSIDERATIONS

Aside from the basic requirements and procedures involved in municipal annexations, any city contemplating annexing territory has a range of factors it should consider. These factors determine whether an annexation is likely to succeed, whether it will benefit the city financially, and depending on the city's annexation goals, whether it furthers the long-range development plans of the city. The following is a partial list of these considerations.

Resident Support

What is the likelihood of gaining political support from property owners in the annexation area?

Development and/or Redevelopment Potential

Will the annexation add vacant developable land to the city or is there potential for significant redevelopment?

Strategic Importance

Will the annexation further city goals?

Defensive Considerations

Would the annexation help prevent unwanted or incompatible development on the city's periphery?

Revenue Potential

What amount of revenue can be anticipated from property, sales, and other taxes; will the annexation result in a net revenue gain or a net loss to the city?

Cost of Providing Ongoing Municipal Services

What will it cost to provide police services, fire services, road maintenance, parks and recreation, sewer service, and water service; can the city bear the cost of providing these ongoing services in the annexed area?

Need for Upgrading Existing Infrastructure

To what degree do existing drainage systems, water delivery systems, sewer collection systems, streets and roads, and other infrastructure need to be brought up to city standards; can the city bear this cost?

Potential for Improved Service Delivery

Is there potential for improved service delivery in the annexed area and/or the city as a whole or will some services be reduced?

4.5 AREA SUMMARIES

This final section briefly describes all the areas around Eureka that might be considered for annexation. The descriptions are intended only to highlight some of the key factors that need to be considered in more detailed studies of the areas prior to any City decision to pursue annexation. Accordingly, these descriptions include no conclusions

regarding the suitability of these areas for annexation. (See Figure 4-1.)

INDIANOLA

The area contains single-family residential and mobilehome park development. Access via U.S. 101 is a major issue and has limited the potential for further commercial development. The area is experiencing problems with both water and septic systems, and improved sewer and water services will be needed for future growth. Located adjacent to Faye Slough, a state preserve, the area contains large agricultural parcels.

ARCATA REDWOOD

This is a peninsula of unincorporated land north and east of the city between U.S. 101 and Humboldt Bay, occupied by Arcata Redwood. The mill currently receives fire protection from both Eureka and Arcata. The area could use police protection. Access to the site across U.S. 101 is poor.

FRESHWATER CORNERS

This is a residential area located east of Eureka. The area is characterized by large lots, many of which contain horse stables and pasture land, and is served by a newly-upgraded water system. Much of the area is located within the Coastal Zone and is wetland zoned for exclusive agricultural use.

MYRTLETOWNE

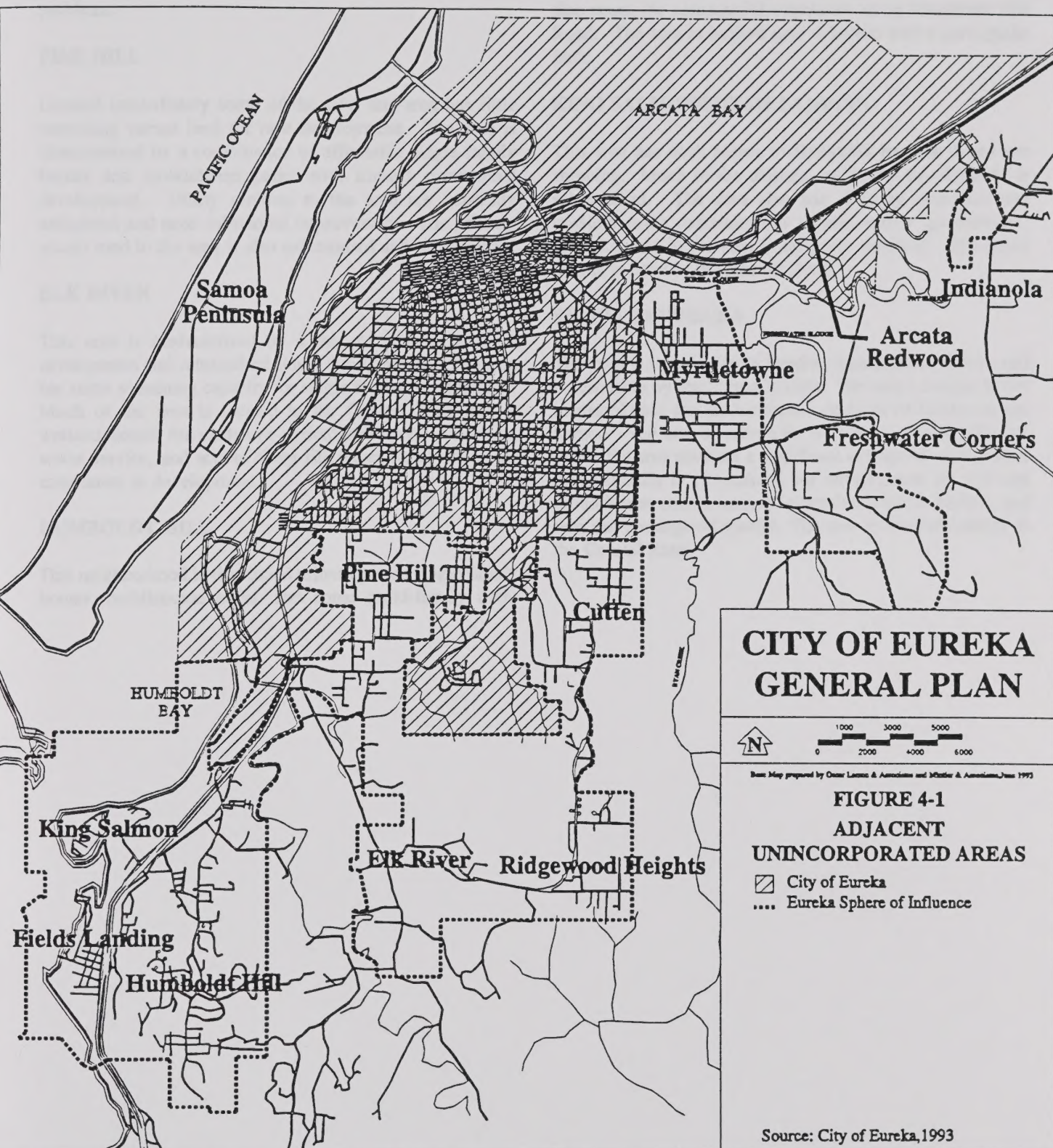
Located adjacent to the eastern city limit, this area is almost completely built-out with single and multi-family housing and commercial development. Because of its proximity to the city, it has good access to nearby fire and police services. There is some potential for office and apartment development in the commercial corridor along Myrtle Avenue. Some of the area falls within the Coastal Zone.

CUTTEN

This area contains the most vacant developable land in the surrounding Eureka area. Several large vacant forested sites have been identified for possible future housing development in the County's recently-adopted Eureka Community Plan. Access in the area is constrained by steep terrain and the absence of east-west streets. The area has been targeted for a new fire substation by Humboldt Fire District #1.

RIDGEWOOD HEIGHTS

Located south of Cutten, this area contains several large vacant tracts of land with significant stands of timber. The area is desirable due to its climatic conditions, good access to nearby U.S. 101, and scenic resources. The area is



available for residential development, subject to providing new primary access and the resolution of other service problems.

PINE HILL

Located immediately south of the city, this area has little remaining vacant land for new development. The area is characterized by a combination of affordable single family homes and mobilehome parks with limited commercial development. Utility services to the area are generally antiquated and need substantial improvement. The primary access road to the area is also substandard and needs repair.

ELK RIVER

This area is characterized by a mix of custom large-lot development and substandard single family homes. The area has some remaining capacity for single family development. Much of the area is located in the Coastal Zone and is wetland zoned for exclusive agricultural uses. Drainage, sewer service, and access along Elk River Road are major constraints to development.

HUMBOLDT HILL

This neighborhood is developed primarily with single family homes, mobilehome parks, and some multi-family uses.

Some large tracts of vacant developable land are available for residential use in the south Upper Hill Area. There is also room for commercial expansion along Humboldt Hill Road. The area is located near a known active earthquake fault.

KING SALMON/FIELDS LANDING

This area has dock access to Humboldt Bay for deepwater shipping. Much of the existing residential development is substandard. The area also has drainage problems and possible toxic contamination of soil and/or groundwater. Infrastructure in the area is seriously deficient. The entire area is located in the Coastal Zone.

SAMOA PENINSULA

This area is located across Eureka Channel from Eureka and is reachable by the Samoa Bridge. The area contains heavy industrial uses and the residential enclaves of Fairhaven and Samoa. The area is served by the Fairhaven Fire District. While the area contains a significant amount of vacant land, the peninsula is constrained for development by soil and groundwater contamination, extensive wildlife habitat, and rare and endangered species. The area is located entirely in the Coastal Zone.

CHAPTER 5

TRANSPORTATION AND CIRCULATION

5.1 INTRODUCTION

Several transportation issues are critical to the development of Havana. These include the status of U.S. 101, development of port facilities in Mariel and Havana, development of passenger and freight rail service, design of new expressways, none of these transportation issues are beyond the scope of this study or have been in the forefront of the city's agenda since the start of the Revolution.

5.2 U.S. 101 CORRIDOR

Havana is a coastal city. Most of the land in the city is developed or potentially convertible to urban use. As a consequence, the range of options for dealing with some of Havana's most important transportation issues is severely limited. The problem of urban congestion is by now legendary, very true along all of the major corridors, and their changes along virtually all other descriptive dimensions that might be considered behind the curtain of what is regarded as transportation accidents, congestion or delay on. These options that are physically feasible, and a system brought to the Havana peninsula, has almost certainly achieved the maximum better environmental impact. In developing urban facilities in the following section, the Havana City Commission and City Hall developed a wide range of traffic solutions. Most, however, led by the example of international experience, are impractical. The Commission still believes improvements in the few alternative options that appear to be feasible, but also discusses briefly some of the suggested options.

Havana, more worried with the U.S. 101 problem for at least 20 years. The agreement is Havana's primary expectation that the United States and the backbone of its economy. This is a major attraction. The heavy traffic volume with a high percentage of trucks and trailers and moving it into the city is the greatest and most serious problem of the city.

In 1967 Congress established an executive of short-term agreements for U.S. 101. Subsequently, both Havana and the City adopted a short-term highway program that passed through Democratic legislation in 1968 and 1969, and Cuban legis-

lating legislation. The short-term highway loan agreement and both Havana and the City have signed the agreement in early 1969.

For the purposes of this document, the U.S. 101 corridor is to be considered a two different road systems, the short-term highway, and the long-term. Havana's traffic volume will inevitably rise due to increasing population growth in the South Coast and surrounding areas, and there will be some type of traffic problem arising from increasing traffic volume in some parts of the system. Since it is unlikely that any such facility could be constructed within the 20-year time frame of the Havana City, this report will not consider these long-term options. However, the City may wish to select a policy concerning expansion and make certain U.S. 101 and Congress to provide financing toward the city's need of funding.

For the short-term highway system, there are many ways to deal with the problem. To achieve these systems, the following discussion is divided into three categories: financing, the financing system, the financing system, and the U.S. 101 financing system.

BROADWAY CORRIDOR

The Broadway Corridor is the U.S. 101 from the City Center to the City Center. It is the main road in the City, where it runs east to the City Center. There appear to be three major options for the Broadway corridor, and in the case of Option 2 (Broadway Corridor) is the following:

Option 1: Maintain current configuration

This option is to simply maintain the existing system as it is. Increasing capacity provides for free flow, but is a difficult option. One is a road system that will require the city to build a road system of the city. Under this system, the road system is to be built along Broadway, with some delay during some periods of the day with some parking lots. A possible alternative of this system would be to build a new road system to build some part of Broadway, as long as it is not local street use toward the city center. Finally, on U.S. 101, it will have some, but there are some, as mentioned in the alternative system.

CHAPTER 5

TRANSPORTATION AND CIRCULATION

5.1 INTRODUCTION

Several transportation issues are critical to the development of Eureka. These include the future of U.S. 101, development of port facilities in Humboldt Bay, and development/expansion of passenger and freight rail service. Despite their importance, some of these transportation issues are beyond the scope or time frame of the General Plan or are beyond control of the City of Eureka.

5.2 U.S. 101 CORRIDOR

Eureka is a mature city. Most of the land in the city is developed or permanently committed to its ultimate use. As a consequence, the range of options for dealing with some of Eureka's most important transportation issues is severely limited. The presence of major buildings at or near right-of-way lines along all of the major corridors, and their existence along virtually all other alternative alignments that might be considered makes the creation of new or expanded transportation corridors impossible or nearly so. Those options that are physically feasible, such as a bypass bridge to the Samoa peninsula, are almost certainly infeasible for economic and/or environmental reasons. In developing options described in the following section, the General Plan consulting team and City staff investigated a wide range of traffic solutions. Most, however, fell by the wayside as infeasible, impractical, or uneconomic. The discussion that follows concentrates on the few remaining options that appear to be feasible, but also discusses briefly some of the discarded options.

Eurekans have wrestled with the U.S. 101 problem for at least 25 years. The highway is Eureka's primary connection with the outside world and the backbone of its economy. Yet, it is a major nuisance. Its heavy traffic volumes with a high percentage of trucks and recreational vehicles divide and disrupt the structure and activity patterns of the city.

In 1967 Caltrans conducted an evaluation of alternative alignments for U.S. 101. Ultimately, both Caltrans and the City adopted a depressed freeway route that passed through Downtown between 9th and 10th, and Caltrans began

acquiring right-of-way. The route has always been controversial and both Caltrans and the City finally rejected the alignment in early 1994.

For the purposes of this General Plan Update, U.S. 101 needs to be considered in two different time frames: the short- to medium-term, and the long term. Because traffic volumes will inevitably rise due to increasing population growth on the North Coast and recreational travel, it is likely that some type of higher order facility--freeway or expressway--will be needed at some point in the future. Since it is unlikely that any such facility could be constructed within the 20-year time frame of this General Plan, this update will not consider these long-term options. However, the City may wish to adopt a policy encouraging regional and state agencies (i.e., HCAOG and Caltrans) to continue reviewing options for this kind of facility.

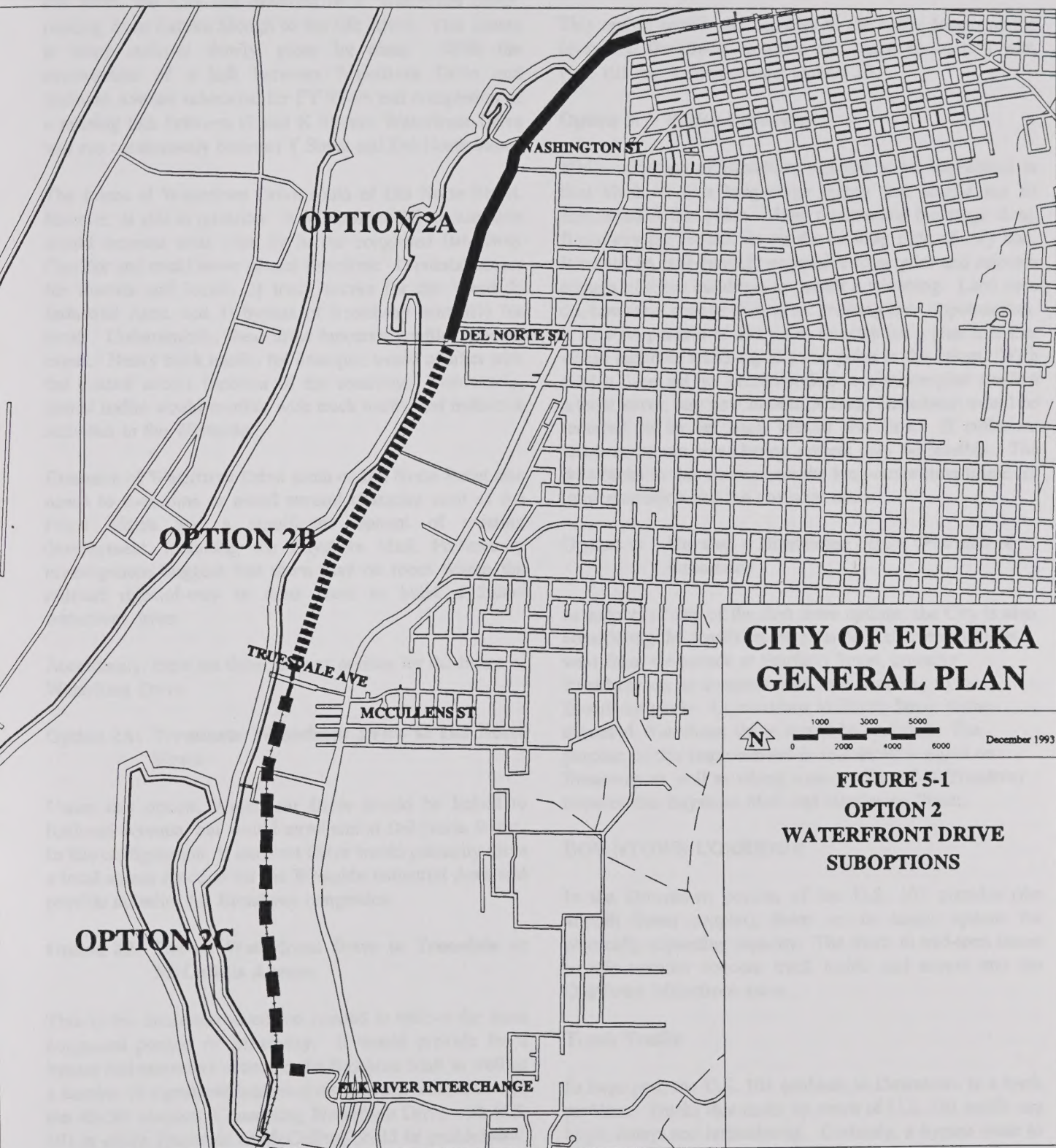
For the short- to medium-term future, there are only a few options that can be considered. To address these options, the following discussion is broken into three subsections focusing on the Broadway Corridor, the Downtown Corridor, and the U.S. 101/Indianola cutoff.

BROADWAY CORRIDOR

This subsection focuses on the U.S. 101 from the Elk River Interchange on the south to the point on the north where it turns east at the 4th/5th Street couplet. There appear to be three major options for the Broadway corridor, and in the case of Option 2 (Waterfront Drive), several suboptions.

Option 1: Maintain current configuration

One option is to simply maintain the existing system as it is. Broadway currently provides for four lanes plus a left-turn median lane, a configuration that still operates effectively for all but a small part of the day. Under this option congestion would continue to increase along Broadway, with more delay during more periods of the day with each passing year. A possible side-effect of this congestion would be diversion of some motorists to local streets east of Broadway as they try to find local short-cuts around the congestion. Traffic on S, F, H, and Harris Streets would likely increase as motorists look for alternative routes.



Option 2: Extend Waterfront Drive

For years, the City has dreamed of a "waterfront drive" running from Eureka Slough to the Elk River. This dream is being realized slowly, piece by piece. With the construction of a link between Waterfront Drive and Railroad Avenue scheduled for FY 95-96 and completion of a missing link between G and K Streets, Waterfront Drive will run continuously between T Street and Del Norte Street.

The future of Waterfront Drive south of Del Norte Street, however, is still in question. A Waterfront Drive extension would increase total capacity in the congested Broadway Corridor and could serve several functions: 1) coastal access for tourists and locals, 2) truck access for the Westside Industrial Area, and 3) bypass of Broadway primarily for locals. Unfortunately, these three functions conflict to some extent. Heavy truck traffic, for example, would conflict with the coastal access function of the roadway. Conversely, tourist traffic would conflict with truck traffic and industrial activities in the Westside.

Extension of Waterfront Drive south of Del Norte Street also needs to overcome or avoid several obstacles such as the Palco Marsh and a significant amount of existing development, including the Bayshore Mall. Preliminary investigations suggest that there may be room within the railroad right-of-way in most areas to build a 2-lane waterfront drive.

Accordingly, there are three primary options for the future of Waterfront Drive.

Option 2A: Terminate Waterfront Drive at Del Norte Street

Under this option, Waterfront Drive would be linked to Railroad Avenue, but would terminate at Del Norte Street. In this configuration, Waterfront Drive would primarily serve a local access function for the Westside Industrial Area and provide no relief for Broadway congestion.

Option 2B: Extend Waterfront Drive to Truesdale or McCullens Avenue

This is the minimum extension needed to relieve the most congested portion of Broadway. It would provide for a bypass and secondary access to the Bayshore Mall as well as a number of signalized intersections between Truesdale and the 4th/5th couplet. Connecting Waterfront Drive with U.S. 101 at either Truesdale or McCullens could be problematic, however, and would not relieve any congestion south of McCullens.

Option 2C: Extend Waterfront Drive to the Elk River Interchange

This option would add capacity to the entire length of the congested Broadway Corridor and make connection with U.S. 101 much simpler than Option 2B.

Option 3: Widen Broadway

While widening of Broadway appears to be impractical at first blush, it is a long-range option that should not be foreclosed at this point. Many commercial buildings along Broadway are set exactly on the existing right-of-way line. It would be prohibitively expensive to acquire and relocate enough of these buildings to permit a widening. Land uses do, however, change over time, creating new opportunities. It may be prudent at this point to establish a plan line that would facilitate widening at some point in the future. With a plan line set to accommodate a six-lane-plus median arterial street, any new buildings along Broadway would be required to be set back behind this line. If sufficient turnover occurs, a widening project may be feasible. The drawbacks to this concept are the long-range time frame for implementation and the potential costs.

Option 4: Develop a Henderson Street Overpass of Broadway

In support of any of the first three options, the City is also considering the feasibility of extending Henderson Street west from the terrace at Fairfield Street, crossing Broadway on an overpass, and then returning to the Broadway grade. Connections to Harris Street to the extended Waterfront Drive would be included. The purpose of this improvement is to remove a signal on Broadway as well as taking some traffic off of Broadway between the Bayshore Mall and Henderson Street.

DOWNTOWN CORRIDOR

In the Downtown portion of the U.S. 101 corridor (the 4th/5th Street couplet), there are no major options for physically expanding capacity. The short- to mid-term issues in this corridor concern truck traffic and access into the Old/Town Waterfront areas.

Truck Traffic

In large part, the U.S. 101 problem in Downtown is a truck problem. Trucks that make up much of U.S. 101 traffic are large, noisy, and intimidating. Certainly, a bypass route to the north of town (perhaps via a bridge to the Samoa Peninsula) or a route to the south of town (e.g., green route) would largely solve the truck problem.

However, the General Plan consulting team and City staff rejected such a bypass alternative for further consideration in the current General Plan Update because they are extraordinarily expensive and/or they are beyond the 20-year timeframe of this General Plan. The consulting team did consider developing a truck route along 6th Street, but rejected this alternative as too difficult technically and too disruptive of existing uses along 6th Street.

Broadway Extension

In conjunction with the General Plan Update, the consulting team and City staff have discussed using Broadway north of its intersection with the 4th/5th Street couplet to funnel traffic into the Old Town/Waterfront Area. After preliminary study, this proposal was rejected by the consulting team for three primary reasons. First, it would require a complicated and awkward reconfiguration of the 4th Street/Broadway intersection that would create safety problems. Second, it would funnel traffic through an essentially industrial area that is not very attractive. Third, tourist through traffic could be disruptive to industrial operations in the area.

Gateways

It has been noted repeatedly that there is little to alert travelers along the 4th/5th Street couplet of the existence of Old Town and the Central Waterfront. To focus attention on this area and to increase access, the City could develop more formal "gateways" along the 4th/5th Street couplet. Gateways at C, F, and J Streets could funnel auto travelers into parking lots or structures at the periphery of the Core Area, and the gateway at F Street would funnel both pedestrians and auto travelers into the heart of the Core Area. These gateways should be marked by special signage and improved with extended right- or left-hand turn lanes for turns north into the Core Area. The streetscape of the 4th/5th Street couplet between C and J Streets should be enhanced with building facade treatment, special tree plantings, and street furniture.

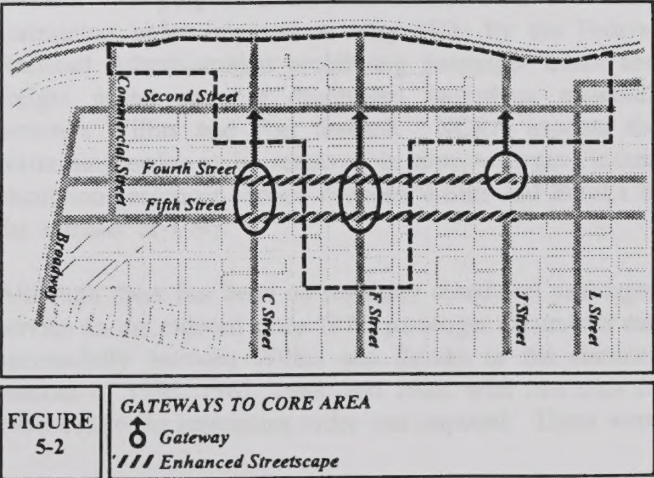


Figure 5-2 shows the locations of potential gateways and the segments of 4th and 5th Streets that would be the focus of streetscape enhancements.

U.S. 101/INDIANOLA CUTOFF

There is significant development potential in the Indianola area, but the area's development is constrained in part by poor access off U.S. 101. Development interests in the Indianola area have proposed a traffic signal at the U.S. 101/Indianola cutoff intersection. Caltrans has resisted the proposal since it would slow traffic along U.S. 101. Caltrans maintains that the only acceptable solution is a freeway interchange.

While a freeway interchange appears to make sense at some point in the future, there is probably not enough public or private funding to construct the interchange in the foreseeable future. In the meantime, there appear to be few public benefits to justify installation of a traffic signal at the U.S. 101/Indianola cutoff.

5.3 HARBOR FACILITIES

Humboldt Bay has served as a major seaport on the northern California coast for over 100 years. It is the only deep-draft harbor of commercial importance between San Francisco and Coos Bay, Oregon.

Humboldt Bay currently has 12 deepwater wharves or piers in varying conditions, ranging from very good to needing extensive repair or replacement. Six of these wharves are located in Eureka, four on the Samoa Peninsula, and two at Fields Landing. Eureka is primarily an export port, with exports outweighing imports by a factor of 22 to 1. Eureka's exports are all forest products, with wood chips and pulp accounting for the vast majority of the exports. Imports consist primarily of petroleum products and chemicals used in the pulp-making process. Both export and import levels, which have fluctuated over the years, were down in 1992 from the levels in 1990 and 1991.

Over 200 commercial fishing vessels list Eureka as home port and over 500 vessels from other west coast ports use the bay's facilities during each year. Total fish landings in the Humboldt Bay have declined by over 40 percent since 1980, but seem to have stabilized in recent years. The Humboldt Bay fishing fleet declined by up to 30 percent between 1985 and 1990.

In 1993 the Humboldt Bay Harbor, Recreation, and Conservation District commissioned a facility needs study for Humboldt Bay. The *Public Terminal Implementation Plan*

(Tasks 1-4) prepared by Vickerman-Zachary-Miller was published in April 1994. The report recommends development of three types of facilities: 1) a new public terminal for cargo handling at Dock B, 2) a cruise ship terminal at the foot of C Street; and 3) a fisherman's terminal on the inner reach. All three facilities are recommended for locations within the city of Eureka based on a site screening process that also considered the Samoa Peninsula and Fields Landing.

The land use implications of the development of these facilities are discussed under the Westside Industrial Area in Chapter 3.

5.4 RAIL FACILITIES

Humboldt County's only railroad is owned and operated by the North Coast Railroad Authority (NCRA), a state-created entity. Currently, the North Coast Railroad provides freight service and limited excursion passenger service. Freight shipped from Humboldt County is transferred to the California Northern Railroad line at Willits, which runs from there to the connection with the Southern Pacific Railroad main line in Solano County.

Humboldt County commodities shipped by rail are principally forest products, but also include dairy products, fish, and sand and gravel. Local trains pick up cars in the Arcata-Eureka area and take them to Scotia, where southbound trains are made up for Willits. The current schedule includes south and northbound trains five days a week. Northbound trains are largely made up of empties, but NCRA management is working to improve inbound loadings.

Rehabilitation work on the line through the Eel River Canyon continues and is designed to eliminate service interruptions, which were fairly common in the past and resulted largely from deferred maintenance by former owners. One purpose of the rehabilitation work is to lift a restraining order imposed in May 1990 by the Federal Railroad Administration prohibiting passenger trains and freight trains carrying designated hazardous materials between Willits and Fort Seward. NCRA expects the restraining order to be removed in time to begin limited excursion passenger service between Willits and Eureka in the summer of 1995.

Although there has been no regularly scheduled passenger service on the railroad since 1971, passenger excursions ran successfully between Willits and Eureka in the summer seasons of 1985, 1987, 1988, and 1989, with two trips in 1990 before the restraining order was imposed. There were

a total of 15 weekend excursions in 1989, the last full year of service. At the time the restraining order was imposed, surveys by chambers of commerce in the affected areas concluded that tourist-oriented businesses (hotels, motels, restaurants) would lose approximately \$500,000 per community.

Established in 1990, the NCRA purchased the railroad out of bankruptcy in 1992, two years after the restraining order had been imposed. Since that time, it has run several short excursions, mainly in the Eureka-Arcata area, with several longer trips to Fort Seward, 70 miles south of Eureka.

Caltrans, under whose funding umbrella the NCRA operates, authorized an Intercity Rail Passenger Feasibility Study for the San Francisco Bay--Eureka rail corridor. It concluded that regularly scheduled intercity passenger service was not feasible over the entire corridor, but that tourist-oriented passenger service between Willits and Eureka would return more than 100 percent of the fare box. Both intercity and commuter rail south of Willits were considered financially infeasible, with the stipulation that if the 100 percent-plus return on the Willits to Eureka run were factored into the returns south of Willits, it might be enough to offset projected farebox losses. Caltrans stipulates 55 percent farebox return for intercity passenger service and 40 percent for commuter operations in order for an operator to be eligible for state funding.

The North Coast Railroad is becoming an increasingly important factor in Eureka's transportation picture. Not only does it have the potential for becoming once again the tourist attraction it was in the past, contributing to the overall economy, it is also a factor in highway maintenance, keeping heavy and bulky freight loads off the highways.

In addition, it has the potential to play an important role in Humboldt Bay harbor development. In cooperation with the Harbor District and the City of Eureka, the NCRA is exploring the feasibility of developing cargo handling services into and out of the port.

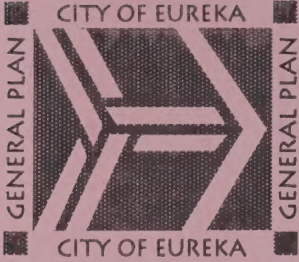
The NCRA has prepared a detailed business plan which includes proposals for the enhancement of both freight and passenger service. In addition, the Caltrans feasibility study spells out several improvements which are to be made for resumption of long-distance service, station facilities among them.

Finally, a study is underway to test the feasibility of triangular tourist service, which would carry passengers from Fort Bragg to Willits on the California Western Railroad, Willits to Eureka on the North Coast Railroad, and from Eureka to Fort Bragg by small seagoing cruise ships.

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CITY OF EUREKA GENERAL PLAN



Constraints, Opportunities, and Directions Report

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